



HAMILTON — BURLINGTON — WENTWORTH LOCAL GOVERNMENT REVIEW

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REPORT AND RECOMMENDATIONS

NOVEMBER 1969

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Ontario Municipal affairs dept

HAMILTON—BURLINGTON—WENTWORTH
LOCAL GOVERNMENT REVIEW

REPORT AND RECOMMENDATIONS

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chief commissioner

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assistant commissioner

NOVEMBER 1969



THE HAMILTON-BURLINGTON-WENTWORTH LOCAL GOVERNMENT REVIEW COMMISSION 1969

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THE HAMILTON - BURLINGTON - WENTWORTH
LOCAL GOVERNMENT REVIEW COMMISSION

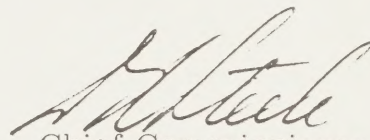
Hamilton, the 12th November, 1969.

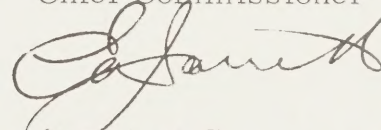
To the Honourable W. Darcy McKeough,
Minister of Municipal Affairs

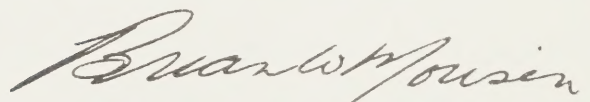
Mr. Minister,

We have the honour to hand you herewith the report of the Hamilton - Burlington - Wentworth Local Government Review Commission, which is the result of studies made pursuant to the appointment by the Minister of Municipal Affairs of August 29th, 1967, a copy of which is attached hereto.

Yours very truly,


Chief Commissioner


Assistant Commissioner


Assistant Commissioner

TERMS OF REFERENCE

The terms of reference are contained in a letter dated August 29, 1967 in which The Honourable J. W. Spooner, then Minister of Municipal Affairs established the Hamilton - Burlington - Wentworth Local Government Review. An extract from the letter is presented below:

"I am pleased to announce that in accordance with the provisions of the legislation authorizing the Department to inaugurate investigations into any of the affairs of any municipality, or group of municipalities, I have today appointed a Commission consisting of Mr. Donald R. Steele, Q. C. as Chief Commissioner, and Messrs. E. A. Jarrett, C.A., and Brian W. Morison, Q. C., as Assistant Commissioners, to inquire into and report upon:

(a) The structure, organization, financing and methods of operation of all the municipalities and their local boards in the region composed of the County of Wentworth and the Town of Burlington, including the City of Hamilton and the County of Wentworth administration.

(b) The anticipated future development of the region which may require a revision and improvement in the present system

of local government, future changes in boundaries and planned extension of services.

(c) A review of the economic, social, geographic and cultural factors of the proposed region and the effect upon the inter-relationship of the municipalities and people therein.

(d) An analysis of the financial effect of a regional government.

(e) Any other matter relating to the structure of local government in the area. "

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INTRODUCTION

It is of interest to relate here, the pertinent events which preceded the appointment of the Commission in order to show how the demand for the inquiry arose and the nature of the problem presented. In 1962, the City of Hamilton convened a meeting of adjoining municipalities for the purpose of discussing and becoming familiar with the notion of a regional or metropolitan government and seeking support of adjoining municipalities to embark upon a local government study. The meeting failed to produce agreement on common objectives or approach and nothing more was done until 1966.

In the wake of the Ottawa-Carleton, Peel-Halton and Niagara Region reports a fresh attempt was made by the City of Hamilton at reaching agreement with its municipal neighbours to initiate a local government study. After informal meetings of elected municipal officials and after informal discussions, resolutions were enacted by the City of Hamilton, the County of Wentworth and the Town of Burlington. The terms of such regional study were drafted by an inter-municipal committee of elected officials of the City of Hamilton, the Town of Burlington and the County of

Wentworth.

Notice should be taken of the public spirit and the enlightened outlook of the members of the inter-municipal committee. If any good comes of this report or from subsequent events based on its recommendations, they deserve a great deal of credit.

It is clear that from the above recited events that the Minister of Municipal Affairs was moved to initiate this inquiry to ascertain the degree of inter-relationship between the municipalities in the review area.

The Commission decided to obtain basic information from officials of the municipalities and a questionnaire was sent out for this purpose. In addition the Commission conducted interviews with the heads of municipalities in the area and with other knowledgeable persons. From the information received the Commission compiled the text of basic information and held public hearings in order to provide an opportunity for interested parties to appear and make representations.

Letters were sent to organizations and associations which had indicated their interest in the inquiry and public notices were issued in the press prior to the hearings.

Hearings were held in the Town Hall of Burlington, the Hamilton City Hall, and the Wentworth County Court House.

It is noteworthy that while the inquiry was in progress the Ontario Committee on Taxation filed its recommendations on regional government, legislation was introduced establishing the regional municipality of Niagara and the Minister of Municipal Affairs issued his recommendations for the Peel-Halton area and established a policy of general guidelines on regional development. In addition the municipalities of Grimsby and North Grimsby petitioned the Commission to be included in the study and expressed the desire to be a part of the Hamilton region.⁽¹⁾

It is with this background and under these circumstances that this report is written.

(1) Appendix A - a copy of a letter of the Town of Grimsby, dated the 15th day of March, 1968.

CHAPTER I

THE REVIEW AREA

This Chapter will indicate briefly the nature of the area under study, some of the important responsibilities which the municipal structure will be called upon to discharge in the future and the adequacy of the existing system for fulfilling these responsibilities. Most of the matters touched on will be developed in more detail elsewhere in the Report. Since the municipalities of Grimsby and North Grimsby at their request were included in the area of study during the preparation of the Review Area Data Book⁽¹⁾ they are considered as part of the review area for purposes of the Report.

Physiography

The most significant natural features of the area are the Niagara Escarpment, Burlington Bay, Lake Ontario and the plain lying between the escarpment and the lake.

The Niagara Escarpment extends from the northern boundary of the Town of Burlington, around the Town of Dundas and then east-

(1) Hamilton - Burlington - Wentworth Local Government Review, Data Book of Basic Information, June, 1968.

ward through the Township of Ancaster, the City of Hamilton, the Township of Saltfleet and the Township of North Grimsby.

Reaching a height of between 300 and 350 feet the escarpment's distance from the Lake Ontario shoreline varies markedly in different parts of the review area - from five miles in the City of Hamilton (at Albion Falls) to one mile on the westerly limit of the Town of Grimsby. Within Burlington the escarpment is about $2\frac{1}{2}$ miles from Burlington Bay on the western portion then veers northward away from the shoreline. The lands in Burlington lying east of the escarpment slope gently in a south-east direction and are the areas better suited for development.

The land lying below the escarpment - i.e. toward Lake Ontario is primarily a flat plain. Even though much of this land is sandy and well suited to specialized agriculture, it has been extensively urbanized. The land lying above the escarpment forms the major portion of the review area. Most of this area drains into Burlington Bay or Lake Ontario. A portion of the northwest corner of the Township of Beverly and a small portion of the Township of Ancaster drain into the Grand River watershed while a larger portion of the Township of Ancaster and most of the Townships of Glanford and Binbrook drain easterly into the Niagara River watershed.

Existing Land Use⁽²⁾

The City of Hamilton

The major industrial area of the City and of the review area is located along the south side of the Hamilton Harbour for an east west distance of approximately four miles.

An acute problem of the City of Hamilton is its lack of available industrial and serviced residential lands within its present boundaries. A large supply of unserviced residential lands lie above the escarpment, however, due to lack of available sewer services these lands at this time are not available for development. The municipality is presently proceeding to provide services for the area.

A small undeveloped area remains below the escarpment in the easterly section of the City.

Therefore, with the exception of the southerly part of the City above the escarpment there is very little residential or industrial land remaining to be developed within the boundaries of the City of Hamilton.

The Town of Burlington

Map 1 in the Review Area Data Book indicates a situation

(2) For Existing Land Use in the Review Area see Map 1, Review Area Data Book.

quite different for the Town of Burlington from the City of Hamilton. Population growth and industrial development have been concentrated in a relatively small area between the Queen Elizabeth Way and Highway 403 and the lake, and there remains a large area to be developed below and to the southeast of the escarpment. The urbanized area is predominately residential with some industrial areas along the railway right of way and adjacent to the main highways. The northern part of the town is rural with a few small hamlets, such as Kilbride, Lowville and Cedar Springs.

The Townships of Saltfleet and North Grimsby and the Town of Grimsby

Considerable residential development has taken place in Saltfleet because of its flat plain and the major east-west routes (Queen Elizabeth Way, Highway 8 and Barton St.). In recent years this area has become increasingly attractive to industry. ⁽³⁾

The escarpment produces a more restrictive lake plain in North Grimsby Township. However, the proximity of the major highways and the availability of water from the Town of Grimsby has influenced some urban development below the escarpment. This development has been less intense than in Saltfleet and there remains a large area which has still not

(3) This is reflected in Saltfleet's ratio of residential/farm to commercial/industrial assessment which has changed from 79:21 at the end of 1963 to 68.6:31.4 at the end of 1968.

been developed. The lands in North Grimsby above the escarpment are rural farms. Most of the lands in the Town of Grimsby are developed as urban residential and growth prospects for industrial or residential use are limited. The Town also serves as a commercial centre for the surrounding rural townships.

The Towns of Dundas, Stoney Creek and the Village of Waterdown

These municipalities are almost fully developed within their boundaries. The latter two are primarily residential areas with some commercial core, Dundas has limited industrial development in a north-west part of the Town.

The Townships of Ancaster, Beverly, Glanford, Binbrook, East Flamborough and West Flamborough

These municipalities are primarily rural with small residential settlements. Only Ancaster has a large urbanized area along Highway 2 between the City of Hamilton limits and the intersection of Highway 53.

Very substantial future urbanization is projected for the review area. The Metropolitan Toronto and Regional Transportation Study projected that the population of the "Hamilton Sector" - which includes the

City of Hamilton, the Town of Burlington and most of Wentworth County, an area with a present population of 470,000 in 1968, would increase to 990,000 by the year 2000.

The brief submitted by Wentworth County provides 1991 population estimates of 397,000 for Hamilton, 161,000 for Burlington and 165,000 for the balance of the area - i.e. a total population of 723,000.

Future land use maps provided by the Hamilton and Burlington Planning Departments also indicate extensive urbanization. Population projections by the former indicate 429,500 for Hamilton, 146,000 for Burlington and 159,500 for the County in 1985 (a total of 735,000).

These population projections vary considerably, but they do give some indication of the magnitude of growth anticipated for the area. Equally important is the distribution of future growth within the review area, discussed below.

Future Land Use

Because of ease of servicing and proximity to existing urbanization it is expected that most of the future urban expansion will occur in an area between the escarpment and Burlington Bay and Lake Ontario.⁽⁴⁾ Though with the completion of the Red Hill Creek sewer project (1970) that

(4) Future land use in the Review Area is indicated in Map 1.

portion of the City of Hamilton south of the e s c a r p m e n t and extending southerly to Highway 53 will be available for development. Most of the future development within the present limits of the City of Hamilton likely will occur in this area.

Burlington has a steady program of trunk sewer extension; continued urban development at a substantial rate is expected in the Town, principally on the flat plain south of Highway 403. In addition, Saltfleet should continue to attract industrial development at an increasing rate, much of this outward expansion of industry is expected to extend along the major transportation routes into North Grimsby Township and the undeveloped portions of the Town of Grimsby (mostly the north-westerly corner of the Town on both sides of the Queen Elizabeth Way). The completion of a major Ontario Water Resources Commission sewage project will give added impetus to the Saltfleet/Grimsby urban expansion. This area, together with the portion of Burlington previously described are likely to be the two major growth points of the review area.

Socio-Economic Factors

In the Commission's view the area under study is quite clearly metropolitan in the characteristics it exhibits.⁽⁵⁾ There is a very

(5) It is noted in this connection that the Federal Government defines the Hamilton Census Metropolitan Area as the City of Hamilton, the County of Wentworth and the Town of Burlington.,

substantial central city, Hamilton, with 62% of the population and 66% of the equalized assessment in the area.⁽⁶⁾ The City provides the major industrial base of the area and also serves as the commercial and financial centre. Surrounding the City are several municipalities (Burlington, Dundas, Stoney Creek, Waterdown and parts of Saltfleet and Ancaster) which depend upon Hamilton for the employment of a high proportion of their residents and also utilize various specialized services and facilities provided by the City. Moreover, in some instances they are dependent upon Hamilton for the extension of municipal services, particularly water supply and sewage disposal. Beyond this urban and suburban core are the rural townships of Binbrook, Glanford, Beverly, East Flamborough and West Flamborough. These municipalities also rely on the City for specialized services. As will be detailed elsewhere a number of socio-economic indicators confirm the interdependence of the review area.⁽⁷⁾

Responsibilities - Governing a Metropolitan Area

Urban expansion has posed an increasing challenge for the existing municipal structure, particularly in the larger metropolitan areas. The Economic Council of Canada has stressed this fact in refer-

(6) For population and assessment data on all municipalities in the review area, see Table 1.

(7) For a detailed discussion of this subject, see Chapter II.

ring to "the organizational problem of present day urban governments."

Their observations bear repeating:

"On the one hand there are municipal institutions originating mainly in an earlier century, and designed only to carry out the public functions and to operate within the restricted area boundaries considered appropriate for that time. On the other hand, the continuous pace of change has brought about a complex transformation in functions of municipal government and the complete obliteration of many previously significant territorial boundaries."⁽⁸⁾

Some of the major issues facing the metropolitan area under study are outlined in general terms below.

Piped Services

It has already been noted that further urban development will require an extension of municipal services, particularly water and sewage. Indeed, the Review Area Data Book indicated that lack of sani-

(8) Economic Council of Canada, Fourth Annual Review, Queen's Printer, Ottawa, 1967.

tary facilities had restricted development in both Saltfleet and Ancaster Townships⁽⁹⁾ Because of the drainage pattern in the area the extension of these services, under the present local government structure, would require further inter-municipal agreements.⁽¹⁰⁾ It is felt that water and sewage can be much more effectively planned and provided on an area-wide basis.

Housing

All metropolitan areas face the need to provide adequate housing in the proper locations and at reasonable cost. A recent study by the Ontario Housing Corporation estimates that as a minimum 39,861 dwelling units will be required by 1976 in the Hamilton Census Metropolitan Area - 21,519 units in the City and 18,342 in Burlington and Wentworth County.⁽¹¹⁾ Under the present municipal structure variations in building standards tend to restrict the scale of production with resultant cost increases for the consumer. An area-wide administration would not

(9) Review Area Data Book, p. 4-8.

(10) The present inter-municipal agreements relating to water supply and sewage disposal are set out on Table 3-11, Review Area Data Book and are discussed in Chapter IV (infra.)

(11) The Hamilton Housing Market, Ontario Housing Corporation, December, 1968, pp. 39 & 40.

only lead to a uniform building code, but would also better ensure the provision of housing in accordance with proper planning principles.

With assessment shared over a larger area housing could be provided in its most appropriate locations, not in those municipalities which could best afford it. It might also be possible to eliminate the need for capital imposts on housing, which have reached very substantial proportions in some of the municipalities in the review area. ⁽¹²⁾

Transportation

Transportation and traffic control also require special attention in metropolitan areas. With the economic interdependence of the review area internal traffic movement is very substantial. While there have been numerous studies ⁽¹³⁾ at least partially dealing with transportation in the area, there is no single body to take an overall approach and develop an integrated transportation policy.

Recreation and Leisure

With rising incomes and increased hours of leisure, the

- (12) A notable case is the Town of Burlington where, for example, the capital impost on a three bedroom townhouse is \$1,250.00 and on a semi-detached house \$1,500.00.
- (13) For example, the Niagara Peninsula Traffic Study, 1962; the Hamilton Area Transportation Plan, 1963; The Metropolitan Toronto and Region Transportation Study, 1964; and the (Draft) Burlington Traffic Planning Study, 1967.

parklands and recreation areas become increasingly important, especially in areas of urban concentration. It has been previously noted that servicing limitations will confine much of the future expansion of the review area to an arc along the water. There will be a demand for open spaces and access to the shoreline within this urban portion, and for ample parkland elsewhere in the surrounding area. Such facilities could be much more effectively planned and provided by an area-wide authority not restricted to existing local boundaries.

Industrial Development

A less competitive approach to the attraction and allocation of industry would also benefit the review area. At the present time there is understandably a great deal of concern in individual municipalities over their balance between residential/farm and commercial/industrial assessment. Too often in the past efforts to maintain or approach an "assessment balance"⁽¹⁴⁾ have prompted industrial land uses causing harm to residential areas. With assessment substantially shared over the whole

(14) A municipality is usually considered to have a balanced assessment if its ratio of residential/farm to commercial/industrial assessment is approximately 60:40.

area this should no longer be necessary. Moreover, in place of internal competition it should be possible to focus efforts on attracting industrial development to any portion of the review area, in competition for the tax dollar with other large centres in the Province.

Implicit in the brief discussion of all of the above functions is the concept of a wider approach to planning and land use. Whether in water supply, sewage disposal, transportation and traffic control, housing, parks or industrial development, the underlying assumption is that an enlarged municipal jurisdiction will more effectively discharge its responsibilities by planning and controlling the use of land within the review area and relating such uses to adjacent regions. In the Commission's view this is the single, most important contribution which a restructured local government can make. The various other functions noted above all fit within the framework provided by physical planning.

It follows from this, that to be effective, the boundaries of the planning authority should be coterminous with those of the enlarged municipal unit. In addition, as will be discussed elsewhere, the Commission believes that planning should be the direct responsibility of council, not a separate board. Moreover, these boundaries should bear some

relation to the extent of the metropolitan area - i.e., the inter-dependent area over which the co-ordination of various activities is required. In simpler and more familiar terms one is faced with the question of the most appropriate outer boundary for a restructured local government. Most of the briefs to the Commission gave particular attention to this question. Because of the strong interest, and because there were differing views as to the jurisdiction which a restructured local government should embrace, the Commission will discuss this matter at some length in the following chapter.

From the foregoing it is clear that there are a number of important functions which can be more effectively provided on an area-wide basis. However, the municipal structure which presently exists to fulfill these responsibilities is quite fragmented. Within the review area there are presently 15 municipal governments and some 70 appointed special purpose boards and commissions. There is no body in a position to take an overall approach to the governing of the area.

Over the years the existing municipal structure has adapted to the increased demands placed upon it in three principal ways. First, there have been a series of annexations and amalgamations in the review

area,⁽¹⁵⁾ particularly involving the City of Hamilton and the Town of Burlington. On several occasions portions of Barton Township were annexed to the City, culminating in 1960 when the 6,124 remaining acres of the Township were amalgamated with the City. Between 1952 and 1960 over 2,600 acres of Saltfleet Township were also annexed to Hamilton. Another major annexation occurred in 1958 when Nelson Township (46,210 acres) and 6,200 acres of East Flamborough Township were joined with the Town of Burlington. Generally, these boundary adjustments were a response to the overspill of development from Hamilton and Burlington and the fact that these municipalities could best service the surrounding areas.

A second device, common to most urban areas, has been the creation of various inter-municipal special purpose bodies, responsible for the provision of a particular function over an area wider than a single municipality. The Hamilton - Wentworth Suburban Roads Commission, the Hamilton - Wentworth Planning Board, the Hamilton - Wentworth Health Unit, former Burlington Suburban Planning Board and the four

(15) For details on incorporations, annexations and amalgamations in the area see the Review Area Data Book, pp. 1-5 & 1-6.

Conservation Authorities⁽¹⁶⁾ are examples of this type of body. While they permit the administration of certain functions over larger areas, the independence of many of these special purpose bodies makes it very difficult for council to co-ordinate all municipal activities into an integrated program. Thus, extensive reliance on these bodies only increases the problems of fragmented administration.

The inter-municipal agreement is the third device which has been used in the review area. Several municipalities presently have agreements involving provision of water, sewage, roads, fire protection and garbage collection.⁽¹⁷⁾

It is the Commission's view that even with the above mentioned adaptations the existing local government structure appears to be increasingly inadequate in providing services to the public and meeting the challenging responsibilities of the metropolitan area. Further reliance on these piece-meal adjustments would be necessary and increasingly unsatisfactory with the continued urban growth anticipated for the review area. Under the existing structure government responses tend to

(16) Specifically, the Hamilton Region Conservation Authority, Halton Region Conservation Authority, Niagara Peninsula Conservation Authority and Grand River Conservation Authority.

(17) A list of inter-municipal agreements is provided in the Review Area Data Book, Table 3-11.

follow after problems in an ad hoc fashion. Long range planning and overall co-ordination of activities is not possible.

It is the Commission's view that within the limits of the outer boundary of the metropolitan area there should be provided a governmental structure to provide services to the inhabitants thereof on an overall basis while at the same time recognizing that portions of the metropolitan area require varying levels of service than other areas.

The problem is how to provide these services in the most efficient and economical manner while maintaining a close contact with, and the goodwill of, the citizen. Each individual service must be looked at in weighing these factors.

The Commission believe that a substantial restructuring of local government in the review area is required. As a minimum it is necessary that at least partial responsibility for several major functions be exercised over the whole area or special service areas so that effective planning and co-ordination can be achieved.

CHAPTER II

DEFINING THE REGION

The Commission has concluded that a restructured local government will more effectively provide services to the public and deal with the tasks presently facing the area. Many of the briefs submitted to the Commission endorsed one form or another of "regional government", although the meaning of the term - if defined at all - varied from brief to brief. However, on the question of the geographic jurisdiction of a revised local government, the submissions proposed a number of alternatives.

Many of the differences of opinion centred on the Town of Burlington, whose orientation had also been a matter of some debate during the Peel-Halton Local Government Review. Other "question areas" included that small part of Oakville west of the Bronte Creek, the northwest portion of Beverly and Ancaster Townships, the Town of Caledonia and adjacent areas in Haldimand County, and the Town of Grimsby and Townships of North Grimsby, South Grimsby and Caistor all in Lincoln County. These areas are specifically discussed below as well as the Commission's analysis of and recommendations on the most appropriate outer

boundary for a restructured local government.

The Principles

The Commission has attempted to define an area exhibiting in particular the following characteristics: A discernable community of interest, an area appropriate for planning and for the effective provision of major services, and a strong financial base.

The concept of community of interest requires considerable elaboration. To the extent that it involves defining the sphere of influence of the City of Hamilton, a number of widely accepted measures can be documented. For example, such factors as the pattern of telephone calls, newspaper circulation, the extent of "comparison shopping" and the provision of various specialized services (financial, commercial and cultural) are generally used to measure the hinterland of a large centre. However, Hamilton's sphere of influence is but one aspect of the community of interest. What is important for this study is not the largest sphere of influence,⁽¹⁾ nor the most concentrated (which may be the area considered for local services in annexation matters) but that

- (1) One academic expert suggested during the Commission hearings that Hamilton's sphere of influence extended to Port Dover on the Lake Erie shore. While this may be true for specialized services it would obviously not be practicable for other reasons - for example, watersheds, to extend the municipal boundaries accordingly.

which embraces an area most appropriate for the exercise of overall municipal responsibilities.

The dominant position of Metropolitan Toronto complicates the task of defining community of interest in the area under study. For some highly specialized services it can be argued that almost all of Ontario is Toronto's hinterland. In other words, as the major urban centre of Ontario (if not of Canada) Metropolitan Toronto's sphere of influence is pervasive - it cuts across the ties which exist between other urban centres and their hinterlands. This pattern is very apparent in the review area, where the pull of Toronto is quite marked. It is the Commission's view that this pull distorts the normal city-hinterland pattern and should be discounted in assessing communities of interest for restructuring local government.

Notwithstanding the difficulties in defining community of interest, the Commission feels it is one of the most important criteria for devising government boundaries for a metropolitan area. We believe that the geographic jurisdiction of the governing body should bear some relation to the area within which the bulk of the population work, shop, pursue leisure activities, and participate in public and social life.

To some extent this is required for financial stability, even more so for proper planning. In the past population overspill beyond

municipal boundaries has placed heavy burdens on one municipality to provide services (especially housing and schools) for large numbers of people whose places of employment, and the taxable revenue therefrom, were in another municipality. Annexations and amalgamations have frequently been utilized in an attempt to create more appropriate units for the provision of services, sharing of costs and future planning but it is the Commission's view that the restructuring of local government affords an opportunity to provide a much more comprehensive solution to these problems.

As a general principle, the Commission believe that to the extent that people participate extensively in a "community" wider than their historic municipal boundaries they also have a responsibility for the maintenance and future growth of that larger community. If each area that was financially able to support itself (whether it be urban, suburban, or rural) were to isolate itself for all tax purposes from its less fortunate neighbours while sharing the facilities of those neighbours, then the less fortunate neighbours would sink lower with the ultimate undesirable social and economic effect upon even the more fortunate area. For this reason the Commission believes that areas of differing economic

and income levels should be included within a region rather than grouping the same economic and income level areas into separate regions. We have attempted to devise a government structure which will allow for the most equitable sharing of the metropolitan area's prosperity and responsibilities to avoid this disparity.

The main factors the Commission have used to measure community of interest are outlined below.

It is generally agreed that there is a limit (normally 30 to 45 minutes in time) beyond which people will not normally travel for work. Thus, the geography of an area - the time-travel patterns - are of considerable importance. Newspaper circulation and the pattern of telephone calls are two factors which help indicate the sphere of influence of an urban centre. Social and cultural ties, for example as measured by the place of residence of the members and leadership of various organizations in an area, are also important. Other social, recreational and leisure time ties provide further measures.

Of particular importance is the degree of economic interdependence within the area which contributes to its financial stability. Traffic surveys showing origin, destination and purpose of trip provide considerable information in this connection. Shopping patterns are also

relevant. (2) However, the Commission feels that the distribution of employment within an area is of special significance. Where it is compatible with other criteria it is felt that people should live in and work in the same municipal jurisdiction. As indicated above, any substantial deviation from this situation makes an equitable sharing of resources and costs difficult and inhibits proper planning.

The community of interest in the review area which evolved from an analysis of the above factors was weighed against, and modified by, four other main criteria - the appropriateness of the area for effective planning, the provision of services to the public, the financial base of the area, and the existing municipal structure. Obviously, all factors do not coincide completely. For example, in one instance socio-economic ties might be the strongest factor. In another these ties might be less pronounced but the need for co-ordinative planning and provision of services very clear. The area which emerged was to some extent a blending and balancing of all criteria.

Before leaving this section a comment is in order about the importance of watersheds in revising local government boundaries

- (2) It was suggested during the Commission hearings that comparison shopping is one of the best indicators of the area of influence of an urban centre.

as stressed in several briefs. The Commission regards watersheds as but one of the many aspects to be considered. Watersheds should not determine a boundary which is not supported by other criteria. As evident in the Metropolitan Toronto area or the Niagara Region clearly more than one watershed may be contained in a region while no one would suggest that local government boundaries be adjusted to place the entire Grand River watershed in one region.

The Recommended Area

The Commission recommends that the outer boundary for a restructured local government (hereinafter referred to as the metropolitan area) should comprise the City of Hamilton, the County of Wentworth, the Town of Grimsby, the Township of North Grimsby and that portion of the Town of Burlington south of a line extending from the Burlington-Oakville municipal boundary westerly along the 5th sideroad to Walker's Line, thence northerly along Walker's Line to the north limit of Lot 7, and thence westerly to the Burlington-East Flamborough municipal boundary. As will be documented below, this boundary recommendation is based on a careful consideration and application of the criteria previously mentioned.

Burlington

The most controversial boundary question facing the Commission was whether or not the Town of Burlington should form part of a restructured local government in the review area. The Council of Burlington and most of the organizations and people from within Burlington making representations to the Commission opposed such an association both in their written submissions and during the public hearings.

Burlington was included in the Peel-Halton Local Government Review, which review had recommended that its inclusion in a revised Peel-Halton region was desirable.

However, the report of such review specifically stated that the recommended inclusion was not conclusive.⁽³⁾

For the above reasons, and because of the size of Burlington and the importance of its future, the Commission has carefully studied its relationship to the review area.

The opposition by Burlington to its inclusion in the review area was largely based on its self sufficiency and confidence in its past achievements, its effective administration and its growth potential. As

(3) The entire quotation from such report relating to this matter is set out in Appendix B to this report.

justifiable pride in the community this attitude can be commended. As a desire to "go it alone" in an age of increasingly mobile population with communities becoming more and more inter-dependent and considering the actual facts of the habits of its population, its wisdom and justification must be questioned.

Another argument urged upon the Commission for placing Burlington in a region other than a Hamilton region was the plight of downtown Hamilton consisting of traffic congestion, urban redevelopment and a general deterioration of the heart of the City. It was argued vigorously that these problems were not the problems of Burlington, that many citizens of Burlington had quit the City as residents as they had become disenchanted with the City and wished to avoid the dangers to general health and the inconvenience caused by noise and congestion.

Burlington's pattern of growth and its reaction are typical of the many suburbs adjoining nearly every city of any size in this country and in the United States. This is the urban crisis that is facing all major cities that suburban communities while making use of the high level of services of the central city refuse to share in the responsibilities for the maintenance of the core.

The Commission is of the opinion that the problems of the

inner core will not divert normal development from Burlington. On the contrary any improvement in the deteriorated parts of the City of Hamilton would have a beneficial impact throughout the entire area. It is the Commission's opinion that the City of Toronto and its surrounding municipalities in forming Metropolitan Toronto took a great step forward in municipal government. Metropolitan Toronto has been able to revitalize the City of Toronto and has created better functioning urban patterns, improved urban transportation, has protected natural resources and has created nature reserves and recreational areas.

Strong concern was expressed that Hamilton would dominate any reorganized local government. This concern was also expressed by other municipalities. The Commission believe that this threat appears greater than it is and that councillors dealing with Metropolitan area services will act according to their conscience for the good of the entire area.

On the question of the socio-economic ties to Hamilton, Burlington spokesmen maintained two positions. On the one hand they contended that the Town did not have strong ties with the City of Hamilton. They pointed out that much of the statistical data in this connection-based on the Metropolitan Toronto and Region Transportation Study and the

Burlington Traffic Planning Study - was compiled in 1963 - 64, and was now quite dated. Burlington argued that while they might have been at one time a dormitory suburb of Hamilton they had become increasingly self-sufficient economically (i.e., employing a larger proportion of their population within the Town). They further stated that to the extent that they looked beyond their own municipal boundaries their orientation was increasingly to the east, not to the City of Hamilton. Burlington expressed considerable concern that the Commission might devise a re-structured local government for the remainder of the 20th century on the basis of evidence now six years old and, in their opinion, no longer valid.

On the other hand, Burlington contended that even if there were socio-economic ties with Hamilton, these were not important for devising government boundaries. They maintained that if such ties had developed in the past without the two communities being part of the same government structure they could continue to do so in the future.

Another recurring theme in Burlington's presentation was its desire to associate with communities with similar characteristics and problems. They made much of their similarity with Oakville, and appeared to suggest "likeness" as a criterion for combining areas into larger

government units. In contrast, they stressed their differences with the City of Hamilton, and, whatever their past connections with the City, avowed that any problems Hamilton now faced were not their concern.

Burlington emphasized their historic association and close ties with Halton County. They pointed to the number of Halton-based organizations in which they participated, and stressed education, health and hospitals as three areas which would be seriously disrupted if Burlington were removed from the County.

The Commission encountered several difficulties in assessing Burlington's position. In part this arose because of the Ministerial statement on a Peel-Halton region, which was made after the Burlington brief had been submitted to the Commission. Since they had been opposed to forming part of such a government structure during the Peel-Halton study, this policy statement left the Town in a rather uncertain position. While they continued to oppose joining a restructured local government in the review area, the Commission were not sure that they had fully considered, or were in favour of, the alternative facing them.⁽⁴⁾ The con-

(4) A good illustration of this problem can be found in the petition presented to the Commission with approximately 15,000 signatures. The petition states "We the undersigned taxpayer(s) of the Town of Burlington hereby object to the inclusion of the Town of Burlington in any proposed amalgamation or regional government with the City of Hamilton. We believe Burlington should remain in a Halton region." Inevitably, the question arises whether the same support would have been found for a Peel-Halton region.

tinued reference to a "Halton-Region" during Burlington's presentation contributed to this uncertainty.

The Commission also found some difficulty in accepting Burlington's contention that they have nothing in common with the City of Hamilton, and no legitimate concern for their problems. Burlington Bay and the escarpment both provide unifying natural features. The future development of the Bay - a development of benefit to both Burlington and Hamilton - calls for a single municipal voice, not a divided jurisdiction. The Commission agrees with the submission of the Hamilton & District Labour Council in this connection. ⁽⁵⁾ The control of this Bay which receives the effluent from the sewage disposal plants of Burlington, Dundas and Waterdown as well as of Hamilton and the effluent from many industrial plants is a matter of vital concern to the entire region. The government of the region which will include representation from the entire region should have control over this bay.

The economic inter-dependence of Hamilton and Burlington (documented below) and the fact that they form part of one metropolitan area and one labour market does not indicate the separateness alleged by Burlington.

(5) Brief on regional government by The Hamilton & District Labour Council, C. L. C. December, 1968, p. 2.

The greatest paradox facing the Commission was that the orientation of Burlington as alleged during the public hearings was not born out by the evidence. In fact, the evidence was to the contrary. Considerable emphasis was placed on Burlington's ties to the east. However, much of Burlington's eastern orientation is to Metropolitan Toronto - part of the special pull of that national centre which the Commission believes should be discounted for the purpose of restructuring local government.⁽⁶⁾ Very little evidence was brought forward to substantiate ties between Burlington and Oakville. In spite of the supposed common interest and common problems of the two communities it is interesting to note that an Oakville proposal for a merger of the two towns was strongly opposed nine votes to two by the Burlington council.⁽⁷⁾

Similarly, with the exception of the north part of Burlington, there was little evidence of ties between the Town and Halton County. The linkages stressed by Burlington (such as Homes for the Aged, Education and Health) arise out of the normal statutory requirements existing in all counties, and do not necessarily reflect any strong community

(6) See supra, p. 23.

(7) The Spectator, October 17th, 1968.

of interest. In fact, prior to and during the Commission's deliberations Burlington was actively endeavouring to become a city, separate from Halton County.

Most significant, in the Commission's view, the available evidence clearly indicates that Burlington residents participate very extensively in a larger area centred on Hamilton. As indicated below, over a wide range of social and economic activities Burlington and Hamilton interact freely as if there were no municipal boundaries between them.

Some of the very considerable body of evidence linking Burlington and Hamilton is outlined below.⁽⁸⁾

Membership in various clubs and organizations and use of social/recreational facilities indicate the inter-relationship of Burlington and Hamilton residents. For example by far the greatest majority of the outside groups visiting Burlington's Lowville and Hidden Valley Parks in 1968 were from Hamilton, with a much smaller number from Oakville and the east. The memberships of many Burlington service clubs includes significant numbers who live and/or work in Hamilton,

(8) The comments which follow relate primarily to the southern, urban portion of Burlington. North Burlington is discussed separately.

with far fewer from Oakville and further east. This distribution is even more marked in the membership of the Adult Program of the Burlington Music Centre.

Many of the community leaders in the review area live in the Town of Burlington. One recent study found that of more than 60 leaders of the City of Hamilton, in both public and private sectors, (9) (roughly 90%) were residents of Burlington. Residents of Burlington participated in the presentation of most of the Hamilton briefs during the Commission hearings. In the presentation of the Burlington briefs a number of the Burlington residents participating gave Hamilton as their place of employment.

Of the Council of Burlington three councillors are employed in the City of Hamilton, six employed in Toronto and two in Burlington.

A similar pattern is evident in the membership of various Hamilton organizations. (10) For example 40% of the directors of the Greater Hamilton Y. M. C. A. live in Burlington. Residents of the Town

(9) Commercial Development in Hamilton, A Report to the Hamilton Economic Development Commission, Arthur B. Little, Inc., October, 1968.

(10) Information in this connection was provided in the Supplementary Submission of the City of Hamilton.

represent about 1/3 of the membership of the Hamilton Rotary, Kinsmen and Kiwanis Clubs. A very substantial percentage of the active members of the Hamilton Art Gallery are from Burlington, and even stronger representation is apparent in the active (59%) and sustaining (25%) membership of the Junior League of Hamilton. Further, about 90% of the real estate firms in Burlington are members of the Hamilton Real Estate Board, 20 Burlington lawyers (the majority) belong to the Hamilton Law Association and 41 Burlington doctors belong to the Hamilton Medical Association.

Burlington's ties to Hamilton are also apparent in the social welfare field. The Hamilton and District United Appeal embraces approximately 47 agencies and its jurisdiction includes the Town of Burlington. As a matter of interest the 1968 chairman of this United Appeal is a Burlington resident. A partial United Appeal analysis in 1967 showed approximately 9,000 Burlington cases were handled by Hamilton agencies. In 1968 some 11,000 Burlington residents used Hamilton agencies according to an incomplete United Appeal Survey. ⁽¹¹⁾

(11) Information provided by the Hamilton & District Social Planning and Research Council.

The interdependence of Burlington and Hamilton is further indicated by data relating to newspaper circulation and telephone calls. A Dominion Bureau of Statistics domicile survey (1966) indicated 96.3% of Burlington homes subscribed to The Spectator. According to information obtained directly from the offices of The Spectator in the spring of 1969 between 18,000 and 20,000 copies of the paper were sold daily in Burlington. In addition, information compiled in the Review Area Data Book indicates that of the total telephone calls by Burlington to other communities in the surrounding area that 93.7% were within the area, 80.6% of these were to Hamilton, and only 6.3% to Oakville. (12)

The social, shopping and work habits in one ward in the western portion of Burlington were also indicated to the Commission by a Burlington Councillor. This showed that the actual association of most residents was predominately to Hamilton but with a division of an opinion as to whether or not they should be included in a regional government with Hamilton.

(12) See Review Area Data Book, Table C - 6.

The Commission viewed the extent of the economic ties between Burlington and Hamilton as particularly important. However, information on this aspect was subject to widely varying interpretations. Most of the statistics advanced were based on the traffic data included in the Metropolitan Toronto and Region Transportation Study (M. T. A. R. T. S.) and the Burlington Traffic Planning Study. Thus, those advocating Burlington's inclusion in our review area stressed that in 1964 39.3% (according to M. T. A. R. T. S.), or 48% (according to the Burlington Traffic Planning Study) of Burlington residents worked in Hamilton. The opposing argument was that by 1985 both these studies forecast a considerable reduction in the percentage of Burlington residents working in Hamilton (23% according to M. T. A. R. T. S. and between 22% and 24% according to the Burlington Traffic Planning Study), and a corresponding increase in Burlington's orientation to the east. Whatever their differences in emphasis or detail, almost all of the arguments concerning the economic orientation of Burlington raised two basic questions in the Commission's mind - To what extent could one rely upon data for traffic studies compiled in 1963-64 in restructuring a local government system for the 1970's? How reliable in this regard are the projections to

1985 made in these studies?⁽¹³⁾

The Peel-Halton Local Government Review also referred to the traffic data in the M. T. A. R. T. S. in concluding that there was evidence of an orientation of Burlington to the east.

To resolve these questions and references, the Commission believed that this matter should be given careful study and to this end, the Commission conferred with officials of the Department of Highways of Ontario. It was made clear to the Commission that the purposes for which and the means by which the data was collected for the M. T. A. R. T. S. and Burlington Traffic Planning Study make it inappropriate and liable to a very considerable margin of error for determining a community of interest.⁽¹⁴⁾

Specifically the M. T. A. R. T. S. data was compiled from a 3% household sample with the primary purpose of indicating the public's travel habits, not traffic distribution. While based on a larger household sample, the Burlington Traffic Planning Study was designed to plan for the total road system of Burlington. Because of the larger sample, as well as other factors, the Commission was advised that the latter study

(13) The Economic orientation of the Grimsby area raised similar questions about the 1962 Niagara Peninsula Planning Study.

(14) These comments applied equally to the Niagara Peninsula Planning Study.

was probably more reliable for its purposes than the M. T. A. R. T. S. However, it was stressed that in neither case was it intended that the data compiled be extended and used to indicate the place of residence - place of work pattern in the area.

The Commission was concerned about relying too heavily upon the projections made to 1985 in these studies. They are quite dependent upon the land use assumptions made during the studies, and if the development does not occur as anticipated or new developments occur elsewhere, the whole traffic pattern could change.

The Commission was also advised of a very significant distinction between the traffic data in the M. T. A. R. T. S. and in the Burlington Traffic Planning Study as it relates to the distribution of employment in the area. While the Burlington Traffic Planning statistics refer to home based trips only, the M. T. A. R. T. S. data includes trips both ways. To illustrate, the statement that according to the M. T. A. R. T. S. 39.3% of Burlington residents work in Hamilton is quite misleading. This statistic would include, for example, Hamiltonians who had worked in Burlington and were returning home. Actually it indicates that of all trips originating or with final destination in Burlington 39.3% were to or from Hamilton. For this reason it is considered that direct comparisons of data from M. T. A. R. T. S. and the Burlington Traffic Planning Study are

quite unsuitable for the purposes of the Commission.

It should be noted that some briefs to the Commission attempted to assess the economic orientation of Burlington on the basis of a survey undertaken in 1967 by the Burlington Chamber of Commerce. However, the usefulness of this survey was limited (especially in attempting to draw comparisons with other economic data) because it was directed to Burlington employees, not Burlington residents. As was clearly set out in the survey, a number of Burlington firms provided information on the place of residence of approximately 4,000 of their employees. However the fact that 63% of these employees resided in Burlington compared to 29% in Hamilton in no way indicates a similar breakdown of the place of employment of Burlington residents. Unfortunately, the statistics do not lend themselves to this kind of analysis. The survey did show that many people (32%) who work in Burlington live in the Hamilton - Wentworth area but that very few (2.5%) live in Oakville.

In addition, the Commission was advised that most of Burlington was included within the area under the jurisdiction of the Hamilton Labour Council and that there was no separate labour organization for Burlington itself although in the eastern part of Burlington some employees were represented by unions based to the east.

At the public hearings the County of Wentworth gave evidence as to the place of work of residents in a portion of eastern Burlington based on an incomplete survey from Vernon's Directory, which showed a strong orientation to Hamilton.

Because of the importance attached to documenting the employment of Burlington residents to Burlington, to Hamilton and to the east, and the unsatisfactory nature of most of the available data, the Commission decided to undertake further research. There were two main objectives. First, to obtain a comprehensive up-to-date breakdown of the place of employment of Burlington residents. Secondly, to compile a similar breakdown for an earlier year so that any trend could be established. Nineteen sixty-four was chosen for the comparison year, because it was also the base year for much of the data in the M. T. A. R. T. S. and Burlington Traffic Planning Study.

Our analysis was based on information contained in Vernon's Directory. This information is obtained annually by door-to-door interviews and in the Commission's opinion in a non-controversial manner and includes substantially the full working population of the Town of Burlington. The number of people covered (13,351 in 1964 and 18,575 in 1969) indicates the comprehensive nature of the data. The main conclusions

(15)
are summarized below.

This analysis of the information obtained by Vernon's Directory on the employment of the Burlington labour force as shown in Table 2 by percentages is as follows:

	<u>1964</u>	<u>1969</u>
Employed in Burlington	38.0%	37.9%
Employed elsewhere in Hamilton Metro area	<u>46.7%</u>	<u>41.9%</u>
Total employed in Ham- ilton Metro area	84.7%	79.8%
Employed elsewhere (including employed at Ford, Oakville)	(5.5%) <u>15.3%</u>	(5.9%) <u>20.2%</u>
<u>Total employed</u>	<u>100.0%</u>	<u>100.0%</u>

Two observations are in order. During this five year period the number of Burlington residents employed in the Hamilton-Wentworth area decreased by approximately 5% with a corresponding increase in the percentage employed elsewhere. In addition the number of Burlington residents employed within Burlington showed a slight percentage de-

(15) See Table 2.

crease.

Even if all of the "elsewheres" are assumed to be locations to the east, the situation in 1969 is that a maximum of 20% of Burlington's population is employed east of the town, compared to 80% employed in the review area. A very substantial trend would be required over the next two or three decades to offset this economic pattern, one which the Commission has no means of estimating or anticipating.

Moreover, to the extent that Burlington's eastern orientation is to Metropolitan Toronto rather than to Peel-Halton the Commission feels it is of minor significance for restructuring local government. In this connection, a further analysis of the 1969 figures was obtained. It indicated that 5% of the "elswheres" in 1969 are employed in Metropolitan Toronto, approximately 5% in Peel-Halton, and the remainder are "place of employment unknown". Thus, between 10% to 15% of the residents of Burlington are employed in Peel-Halton (6% of these at the Ford Plant).

If Burlington should become part of a government structure with Peel-Halton no more than 53% of its residents would find their employment within the government boundaries. With Burlington as part of a restructured local government in the review area, 80% of the Town's residents would be employed internally. Whatever validity place of work-

place of residence patterns have, Burlington's orientation is clearly toward Hamilton.

In view of the foregoing the Commission are unable to accept Burlington's contention that all of their "pressure for development . . . is from the east", and that placing them with Hamilton would create an "illogical planning area". Moreover, the Commission believe that much of Burlington's present industrial segment is based on industries previously located in the City of Hamilton. A communication from Burlington's Director of Business Development stresses that Hamilton firms have been attracted to the Town because of its positive policies and the failure of Hamilton to properly plan for future industrial expansion. However, the influx of Hamilton firms is acknowledged. Indeed, it has been a specific policy of the Town to attempt to attract industry from Hamilton. (16) It is the Commission's view, therefore, that much of the impetus for Burlington's growth has come from Hamilton, not from the east.

This brief reference to industry raises a much more

- (16) "It has been our practice since the establishment of this department to operate as economically as possible consistent with reasonable results. For this reason we found it more profitable and more effective to prospect for new industries for the Town of Burlington in the City of Hamilton", Memorandum for the Director of Business Development, dated April 8th, 1969.

fundamental issue - the extent to which developments in one part of an area affect the surrounding communities. The Town of Burlington illustrates well this point. It is widely accepted that much of Burlington's growth has been related to its advantageous location between Toronto and Hamilton. The Commission feels that the Town's proximity to Hamilton is particularly important in this connection. As indicated above, a large number of Hamilton industries have re-located in Burlington over the years, partly because of the scarcity of land for expansion in the City, partly because in Burlington they would be able to retain the vast majority of their employees.

It is also clear that Burlington's residential development has been spurred by the relatively restrictive housing policy in Oakville, scarcity of single family dwellings of all types in Hamilton, and the expense of housing elsewhere in the area and in Metropolitan Toronto. It was suggested during the public hearings that much of Burlington's housing expansion in the east end of the Town was as a result of Metropolitan Toronto residents moving out to obtain less expensive housing.

In similar fashion, Burlington's future growth will be very strongly affected by developments in the surrounding area. During the hearings there was a suggestion (with which Burlington concurred) that

an alternative source of less expensive housing would tend to slow down Burlington's residential development. Such a change would also tend to reduce Burlington's economic orientation to the east, to the extent that the housing in question is being purchased by Metropolitan Toronto residents who remain employed there. More generally, it is apparent that Mississauga and other areas in the southern portion of the County of Peel will expand very rapidly because of the major servicing to be provided by the Ontario Water Resources Commission and their proximity to Metropolitan Toronto. Growth in this area will definitely affect Burlington's rate of expansion, although to what extent it is difficult to estimate. Given the logic of concentrating development where services are most readily available, it is possible that a Peel-Halton regional government would plan much of its future growth for South Peel not the Town of Burlington. On the other hand, a restructured local government in the review area could be expected to direct much of the future growth to Burlington, as in the Commission's study area the Town would have much of the serviceable land available for expansion.

The main point here is that no community can exist in isolation, especially in urbanized southern Ontario, with almost continuous development between Oshawa and Hamilton. The Commission be-

lieve that Burlington is oriented to an area centred on Hamilton and, as indicated above, it may well be that Burlington's prospects for continued rapid growth are stronger in this area.

In summary, the Commission unanimously believes that the citizens of Burlington, in their everyday activities, give ample testimony to the existence of a larger community embracing themselves and Hamilton. Further, there is little evidence to show any significant community of interest between Burlington and Oakville or the rest of Peel-Halton. (17)

It is significant that while Burlington made some attempt to indicate an orientation to the east, they do not deny their ties to Hamilton. Rather they appear to suggest that such ties are no reason to adjust municipal boundaries. Thus, in their supplementary brief to the Commission they admit certain ties to the City but state, "these are surely not good and sufficient reasons for extracting Burlington from Halton County. In fact, it would appear to prove there is no necessity for doing so". (18) Further in this brief they refer to Design for Development's statement that geography, economics and sociological charact-

(17) With the exception of the north part of Burlington discussed later.

(18) Town of Burlington, Supplementary Submission, March 24th, 1969, p. 2.

eristics are among the indicators of community interest. The brief notes, "As far as interest and characteristics are concerned, it has been pointed out in the submission of the City of Hamilton, the social and cultural inter-relationships of the people of Burlington and Hamilton. The fact that Burlington has been in Halton County has been no bar to this relationship, so leaving Burlington in Peel-Halton would make no difference in the future". (19)

The Commission must stress that it completely rejects this viewpoint. As stated previously, it is our view that where communities participate extensively in a wider area than their municipal boundaries, then they have a responsibility to that larger area. From the evidence available it is clear that Burlington forms part of the Hamilton Metropolitan Area. It does not appear reasonable to this Commission that Burlington should participate so fully in this area and yet form part of a government structure to the east, where no such involvement is so apparent. A government structure which will allow for a proper sharing of the potential and the responsibilities of the review area must include the Town of Burlington. The foregoing comments relate primarily to urban Burlington, i. e. that portion of the Town south of Highway 5.

(19) Town of Burlington Supplementary Submission, March 24th, 1969, p. 9.

The northern part of the Town is very substantially rural, except for small hamlets such as Lowville, Kilbride, and Cedar Springs, and includes areas annexed to Burlington in 1958. The existing and projected land use maps prepared for the Review Area Data Book indicated no significant urbanization for this area.⁽²⁰⁾ Moreover, as will be outlined below, much of the servicing for this northern portion would not likely be provided by the Town under existing arrangements.

It is useful to recall that the Peel-Halton Local Government Review noted limited ties between the northern and southern portions of the two counties under study. It pointed to "a strong tendency for the lines of communication and transportation to run east and west within the area with a very much lesser trend toward any such lines running south to north".⁽²¹⁾ The Commission feels that this situation clearly exists in the Town of Burlington.

During the course of the public hearings the lack of any strong community of interest between north and south Burlington became

- (20) During the hearings there was some suggestion of a future urban development centred on Kilbride, but even if this should take place it is intended that there be a substantial green belt between this area and urban Burlington.
- (21) Peel-Halton Local Government Review, Report of the Commissioner, September, 1966, p. 11.

increasingly clear. The Commission was informed that many of the non-farm rural population in the north part of the Town travel via the MacDonald-Cartier Freeway to employment in the Metropolitan Toronto area. (22)

Very considerable stress was laid on the fact that the northern part of Burlington is strongly oriented to the Town of Milton. The County seat, County Health Unit, Home for the Aged and School for the Deaf were among the Milton-based facilities cited. The importance of the Milton-Action area for agricultural suppliers and services was emphasized. In addition, the reliance upon Milton as a shopping and employment area, and the widespread circulation of the Milton newspaper were noted.

Quite significant in the Commission's view is the fact that much of the north part of Burlington is presently serviced, and is likely to be serviced in the future, from the Town of Milton. Thus, Burlington has no fire service north of Base Line Road with fire protection north of this line provided by the Milton Fire Department. (23)

Mail delivery to most of this area is also provided from Milton. Much

(22) For example, it was stated during the hearings that approximately 50% of the Air Controllers at Malton Airport live in Burlington.

(23) The Milton Fire Area extends south to the Base Line Road and further south east of Bronte Creek.

of this area is in the Milton (878) service area for the Bell Telephone Company, which extends south to No. Two Sideroad in places. Milton's main source of water and its main reservoir are located in North Burlington, and it is from Milton, not Burlington, that this northern area is likely to be supplied with water in the future. (24)

Thus, it is the Commission's view that Burlington north of Highway 5 has a substantial orientation to the Town of Milton, and few strong ties to urban Burlington. It was therefore decided that at least part of this northern portion should not be included with urban Burlington in a new government structure for the review area. Further investigation led to the recommendation that Burlington be partitioned at a line extending westerly from the Burlington-Oakville municipal boundary along the 5th Sideroad to Walker's Line, thence northerly along Walker's Line to the north limit of Lot 7, and thence westerly to the Burlington - East Flamborough municipal boundary. In particular, it was noted that the Town maintains a substantial (65 acres) park in Lowville which would be removed from its jurisdiction if the 5th Sideroad for its entire length was used as the dividing line. Moreover, it was felt that, in general terms, the farther north the less the orientation to urban Burlington and the greater the ties to Milton or to other areas to the east.

(24) For the pattern of Milton services in north Burlington, see Map 3.

As previously stated, it is the Commission's recommendation that Burlington south of the specified line should form part of a government structure in the review area. The northern portion should be joined with the Town of Milton as part of a restructured local government in Peel-Halton.

(25)

Two of the briefs to the Commission suggested that the eastern limit of the area should be extended to take in that portion of the Town of Oakville west of the Bronte Creek. Strictly on the basis of watersheds this would seem a logical step, as a larger portion of the north part of the Town of Burlington is drained by the Bronte Creek. However, the portion of Oakville in question has a rather unique land use. It consists in the main of several largely self-sufficient industries (oil refineries) which receive minimal municipal services from both Burlington and Oakville. These industries provide substantial assessment for the Town of Oakville and to remove this land from the Town's jurisdiction is not felt practicable. The industries create a barrier or separating industrial belt dividing the residential communities in Burlington and Oakville.

- (25) Although beyond our terms of reference, it is noted that a boundary adjustment would be necessary in the northern part of the Town of Oakville to join the narrow ribbon of Oakville which extends between the northeast corner of Burlington and the Town of Milton.

Wentworth County

The only boundary question which arose in connection with Wentworth County related to the Townships of Beverly and Ancaster. It was suggested in the City of Hamilton brief that a large portion of Beverly Township and a small, adjoining portion of Ancaster Township should be excluded from a restructured local government in the review area because their ties were mainly with Galt and Brantford. The City's brief relied upon the drainage pattern as indicating the future potential development with the City of Galt. A supplementary submission from Hamilton indicated that this recommendation was open to review.

The Commission could find little indication of Ancaster's orientation beyond Wentworth County. However our investigations revealed considerable evidence to support ties between northwest Beverly and the City of Galt, mainly that area of Beverly Township recommended for inclusion in the Waterloo Region by the brief of the City of Galt to the Waterloo Area Local Government Review. This area could be described as the northwest corner of Beverly including the Hamlet of Sheffield but excluding the Hamlets of Troy and Jerseyville and the Police Village of Lynden. It was noted that this portion of Beverly is on the Galt telephone exchange, with calls to Hamilton being

long distance. It is also within the Galt primary and secondary trading areas, as defined by that City's planning department in 1968. Further, a portion of this area drains into the Grand River and may require servicing from Galt in the future. Approximately 175 students from this portion of Beverly (the former North Dumfries High School District) attend high schools in Waterloo County. In addition, a portion of this corner of Beverly is under the jurisdiction of the Waterloo County Separate School Board. Finally, some interviews in this area indicated that there is substantial orientation to Galt for shopping and employment.

Offsetting this, there was local opposition to any partitioning of the municipality. The local opposition was indicated by resolutions and petitions received from the Lynden and Rockton areas which areas were not within the northwest corner of the Township of Beverly being considered by the Commission for union with the County of Waterloo. The Commission noted that the area in question contained the Sheffield Senior Public School attended by students from all parts of Beverly Township. It also noted that the particular area is largely rural and there is inadequate detailed information on the breakdown of farm/rural and non farm/rural and the place of work of the non farm/rural population. Because of its rural nature the Commission is reluctant to amend the hist-

oric municipal boundaries of the Township of Beverly. If additional information provides evidence of a community of interest with the City of Galt of the farm/rural and non farm/rural population then the joining together of some portion of northwest Beverly and the City of Galt would be logical and would be endorsed by this Commission.

Town of Caledonia

The City of Hamilton brief also suggested that a restructured local government for the review area should include the Town of Caledonia and portions of the Townships of Oneida and Seneca in Haldimand County. (26) In support of this proposal it was contended that at 14 miles and 45 minutes from the City of Hamilton, Caledonia would become a satellite community, increasingly linked to the City socially, economically, and culturally. Considerable importance was attached to the impending Stelco development at Nanticoke and the extent to which this would tie Caledonia closer to the City of Hamilton. Some general

(26) Specifically, the City proposed "the area beginning where the western boundary of Seneca touches Ancaster Township, proceeding south to MacKenzie Creek, and thence east and over the Grand River to Haldimand Road No. 16 which connects in a direct straight line to the eastern boundary of Binbrook Township".

traffic studies ⁽²⁷⁾ indicated a considerable volume of traffic between Hamilton and Caledonia. In addition the Commission noted extensive residential development along the main route (Highway 6) between the two communities.

However, several factors argued against the inclusion of Caledonia in our review area. A brief from Haldimand County strongly opposed such a change, noting that Caledonia was an important service centre for the rural county. It pointed out that the proposed boundary adjustment would remove from Haldimand County 10.4% of its area, 16.8% of its population and 15.3% of its assessment. ⁽²⁸⁾ In addition, the Commission observed that the Townships of Seneca and Oneida are still very rural in character. According to the Dominion Bureau of Statistics their 1966 farm populations as a percentage of total population were 48.2% and 66.5% respectively. (In contrast, Beverly Township had the highest percentage of farm population in Wentworth County in 1966 at 39.8%). ⁽²⁹⁾ Moreover, while it is expected that the expansion

(27) Hamilton Planning Department, Traffic Volume Map, 1967.

(28) Haldimand County Submission to the H. W. B. Local Government Review, April, 1969, p. 7.

(29) For details on the farm population of all municipalities in the review area, see Table 3.

of Nanticoke will influence development along the rail line and Highway leading from Hamilton, it is almost impossible at this point to assess the effect this will have on Caledonia's orientation.

To some extent the Commission view the Caledonia proposal in the same light as the suggestion involving Beverly and Galt. That is, it is likely that there are, and will be, substantial ties between Hamilton and Caledonia, but they cannot be sufficiently documented at this time, and in their absence the Commission feel the existing county boundary should be preserved. Even more significant, it is recognized that the Counties of Haldimand and Norfolk are presently undergoing an extensive study which will lead to recommendations for the restructuring of local government within their boundaries. It would appear appropriate for any boundary changes affecting Haldimand County to await the results of this study.

Town of Grimsby and Township of North Grimsby

As indicated previously, the Commission was asked by the municipalities of Grimsby and North Grimsby to consider their possible orientation to the review area. Certain information on these two municipalities was included in the Review Area Data Book. A communica-

tion to the Commission resulting from a joint meeting of the Town of Grimsby and the Township of North Grimsby indicated a preference that both municipalities be placed in a Hamilton oriented metropolitan government if restructured local governments became a reality in the Niagara and Hamilton regions. (30) Several briefs to the Commission suggested that Grimsby and North Grimsby should form part of a new government structure for the review area. Individuals and organizations from these municipalities submitted considerable evidence in support of their ties to and desire to form part of the review area. Other individuals suggested that Grimsby and North Grimsby would be better oriented to the counties of Lincoln and Welland.

In assessing the orientation of the Town of Grimsby and the Township of North Grimsby the Commission noted the following factors:

The 1962 Niagara Peninsula Planning Study (subject to all the limitations previously noted with respect to the M. T. A. R. T. S. and the Burlington Traffic Planning Study, and even more dated) indicates that of interzonal traffic originating in Grimsby and North Grimsby the overwhelming majority (over 80%) was to the review area and beyond,

(30) See Appendix A.

with only 10% toward the Niagara Peninsula.⁽³¹⁾ A similar pattern is reflected in employment surveys relating to parents of school children and patients in hospitals, which were conducted in the two municipalities in 1967 and 1968 respectively. These surveys indicated 50% - 60% employed in the review area, 22% - 35% employed locally, and between 13% and 18% working to the east (the Niagara Peninsula).⁽³²⁾ In addition, Hamilton Real Estate Board figures for sales in 1968 in the three Grimsbys (South Grimsby included) show that 2/3 of the home purchasers came from Hamilton, and 20% locally. This might be interpreted as supporting the view that Hamiltonians are tending to settle in the Grimsby area (presumably while retaining their employment in the City.)

Several other indications of ties with Hamilton were also noted. The Commission was advised that The Spectator is read in 92% of the homes in Grimsby and North Grimsby, the St. Catharines Standard in only 8%.⁽³²⁾ We were further informed that paycheck clearance estimates by four bank managers in the Grimsby area suggest a 6:1 to 10:1 ration in favour of Hamilton.⁽³²⁾ In 1966, other than the West Lincoln Memorial Hospital, a majority (29%) of the total days spent by patients who were residents of Grimsby and North Grimsby were spent

(31) Review Area Data Book, Table C - 5.

(32) Information provided by the Greater Grimsby Civic Study Group.

in hospitals in the review area while only 7% of the total days were spent in the St. Catharines Hospital. (33) Riding habits of persons using bus transportation indicated that in 1967 more than twice as many persons travelled from Grimsby to Hamilton than from Beamsville to Hamilton and that twice as many persons travelled from Beamsville to St. Catharines as travelled from Beamsville to Hamilton. Finally, a resolution of the Grimsby and District Junior Chamber of Commerce stated that 90% of their members work in Hamilton, listen to Hamilton radio and read The Spectator, and that 90% of the shopping done outside Grimsby is done in Hamilton.

It is also significant that the physical services between Grimsby and North Grimsby and the review area are interconnected. At the present time the Town of Grimsby provides water to the eastern part of Saltfleet Township and the urban portion of North Grimsby Township. A very substantial Ontario Water Resources Commission project for the provision of sewage facilities will further link these areas. The availability of ready land, water, rail and road facilities will attract considerable industrial and residential development to the Saltfleet-Grimsby area, thereby creating a further need for co-ordinated planning

(33) An analysis of information compiled for the Review Area Data Book, Table C - 8.

and provision of services.

For the above reasons, particularly that of planning and providing services for the future, it is the Commission's recommendation that the Town of Grimsby and the Township of North Grimsby form part of a restructured local government in the review area.

Townships of South Grimsby and Caistor

It was also suggested to the Commission that the municipalities of South Grimsby and Caistor should form part of the review area for government purposes. Data from the Niagara Peninsula Planning Study was cited as indicating that 51% of all trips to and from the Smithville area (South Grimsby) had either their origin or destination in the review area, with 35% Lincoln and Welland Counties and 12% Haldimand County. An analysis of information from the Ontario Hospital Services Commission revealed that in 1968 76% of the residents of South Grimsby not using the Grimsby hospital used a hospital in Hamilton, 10% the St. Catharines hospital. In addition, figures from the Hamilton Real Estate Board for 1968 showed that of 28 houses purchased in Caistor Township over 80% of the new owners came from the review area.

In assessing the orientation of the municipalities of South

Grimsby and Caistor, the Commission was aware of the above ties to the study area but in view of their small population and the limited positive evidence available, did not feel that it could recommend their inclusion into the metropolitan area.

Further qualifications should be made of the traffic data used, the study was completed in 1962 and is subject to the same serious limitations as expounded earlier in this report. ⁽³⁴⁾ Not even this qualified data was brought forward with respect to Caistor Township. Nor was there any evidence available with respect to shopping or work-residence patterns in the two municipalities.

In addition, the Commission noted that both Caistor and South Grimsby drain into the Niagara Peninsula Conservation Authority and would not therefore be served from the review area. The Commission observed that both these municipalities are still very rural, with substantial farm populations - 72.3% of the total population in Caistor Township and 31.3% in South Grimsby Township. ⁽³⁵⁾ No official communication was received from either municipality indicating a

(34) Also the Commission was advised that the study was based on roadside interviews of only one day's duration.

(35) 1966 Dominion Bureau of Statistics figures, Table 3.

desire to join together in a government structure embracing the review area. Therefore the Commission recommend that Caistor and South Grimsby be not placed in the metropolitan area.

Name

The question of the name of the region is of considerable concern. Various names were suggested to the Commission but with such a varied area, it was extremely difficult to obtain consensus with respect to this matter. The Commission believes that ultimately the name must be selected by the people in the area itself but because of the importance of the area and the need for an immediate name, it is felt necessary to recommend one in this report.

The area under study is among the top five populated areas in Canada and is definitely metropolitan in character. While there are many well known names of municipalities and places in the area, there is no doubt that to the rest of Canada and the world generally, it is known as Hamilton. The Commission therefore recommends that the name of the region be "The Municipality of Metropolitan Hamilton".

Summary

The Commission believes that the recommended outer bound-

aries embrace an area that not only accurately reflects present socio-economic ties, but provides the most appropriate governing jurisdiction for the future. The boundaries define a metropolitan area, over which effective planning and co-ordination of municipal activities is required. It is an area with a strong, diverse economic base-anchored by the industrial concentration and specialized service industries of the City of Hamilton, and with major growth points in the Burlington and Saltfleet/Grimsby areas. This area will provide a strong financial base for local government and will allow for an equitable sharing of costs and resources. (36) Finally, the Commission believes that the governmental structure to be recommended for this area (outlined in the following chapters) will effectively provide those services required by the public.

(36) For financial details, see Chapter Seven.

CHAPTER III

THE FORM OF GOVERNMENT

The Commission has indicated that a restructuring of local government should take place within an area comprising the City of Hamilton, the County of Wentworth, the Town of Grimsby, the Township of North Grimsby and the southern portion of the Town of Burlington. However, as outlined below, two different approaches to this restructuring are possible.

A One Tier or Two Tier Structure

On the one hand, the 14 municipalities involved could be amalgamated to form one government, exercising all municipal responsibilities in the area. The alternative is to create an upper tier having jurisdiction over the metropolitan area for a specified number of functions, and a lower tier of units exercising the remaining powers within their boundaries.

In considering the most appropriate government structure the Commission has given particular attention to the nature of the recommended metropolitan area. While the community of interest documented in the previous chapter reflects an interdependent area, there

are also important distinctions. In particular, the contrast between the urban and suburban core and the predominantly rural municipalities of Beverly, Binbrook, Glanford, East Flamborough and West Flamborough and parts of Ancaster should be noted. Future land use projections by Hamilton, Burlington and Wentworth County all indicate that urban development will not extend to these municipalities for a considerable number of years.

Even within the developed portion of the recommended metropolitan area there are discernable differences.

The urban portion of the Township of Ancaster, and the Towns of Dundas, Stoney Creek and Grimsby are essentially suburban dormitories whose growth is closely related to that of the City of Hamilton.

Parts of the Townships of Saltfleet and North Grimsby are expected to receive substantial future urban development particularly below the escarpment. Similarly, the Town of Burlington, while dependent upon Hamilton for the employment of a large percentage of its labour force, is also expected to receive a considerable portion of the area's future growth.

Some distinctions can be drawn between the two urban

centres of Hamilton and Burlington the former predominately an industrial and commercial centre in the midst of redevelopment. The latter predominately a fast growing residential community with a relatively young population.⁽¹⁾

Most submissions received by the Commission from persons within the City of Hamilton (the strong urban core) advocated the amalgamation of the whole or most of the area into one municipality which obviously would be dominated by the existing city. Submissions from the County area generally advocated one regional area but in most cases, called for a two-level form of government to keep a degree of local autonomy. Submissions from the Burlington area stressed that Burlington was self-sufficient and could rely on itself without any region.

Those in favour of a single tier (amalgamated) form of government argued that greater efficiency and economy of operation would result from this system. They also stressed the wide range of overall functions necessary to be dealt with by a regional government and that there would be insufficient functions left for any second tier of government to administer. The main proponents of the one tier system were the City of Hamilton and the Hamilton Council of Labour.

(1) Review Area Data Book Table 2 - 4.

In its original brief, the City stated that the necessary restructuring towards a one level government should take place over a five year period. In a subsequent submission, the City stated that it would accept a two tier system of government provided that a thorough review would be undertaken after ten years.

While recognizing that the Legislation creating any form of government is always open to review and amendment, the Commission feels that it is essential that a feeling of stability be given to the structure of government. The Commission rejects the idea of a statutory review period on the form of government.

The proponents of the one tier government structure recognize the need for local representation and the need to provide facilities where the citizen could participate in the government of his community. Their proposals included local offices staffed by officials, a committee of the metropolitan government to hear grievances and election by wards to give each area representation on the metropolitan government. The ward system would give each ward or area roughly equal representation (which would require an extensive subdivision of Hamilton). If this were done, control over purely local matters would be dealt with from a remote distance.

Those supporting a two tier system attached considerable importance to the representative aspect of local self-government and its role in our system of democracy. They expressed concern about their loss of identity and the remoteness of the citizen from government within larger units of government. They further argued that a two tier system would better maintain a political balance in the area. (In other words, they feared that the City of Hamilton would dominate a one tier government). The submission of the County of Wentworth advocated a two tier system, the form of which they developed in some detail.

The position of the Town of Burlington also reflected concern about the strength and influence of Hamilton in a metropolitan government. Even more, a very strong feeling of pride in their community was evident, and a desire to be allowed to control their own future destiny. The Town was therefore opposed to association with Hamilton in any one tier or two tier government regardless of the region.

After carefully studying the range of municipal services provided and those required in the area and considering the diverse points of view expressed to it, the Commission recommends that a two tier system of government should be established in the metropolitan area. The diverse nature of the area with its diverse servicing problems, the intensity of local feelings, the problem of achieving political balance

and the sheer magnitude of the volume of work in providing government to such a large area all influenced this decision.

The Commission believes that the two tier system for the area offers the best opportunity of reconciling the two main aspects of municipal government - efficiency and access. The larger administrative unit would provide a greater chance for efficiency, but the sheer size, number of people and volume of business would mean that the elected council of the metropolitan municipality would have difficulty in hearing all persons wishing to express aspects of local concern. There are many functions that are not of overall concern but are of extreme local importance. These functions may be more readily dealt with by the lower tier council who will have the knowledge of local conditions. In addition, the two level system of government would provide the machinery for different decisions to be made and different levels of service to be provided in various areas of the region to best meet the desires and needs of the inhabitants.

Particularly in the metropolitan area it is essential to be able to satisfy the different service requirements of the urban, suburban and rural areas. While taxation areas such as urban service areas can be created within a one level governmental area in an attempt to restrict

taxation for urban services to urban or urbanizing areas, the decisions as to what services should be included would be governed by the urban majority. It is the Commission's opinion that the decision as to the level of local services to be provided is better determined by a council elected from an area more local in nature.

With the lower tier municipal units, the more local problems, particularly in the rural areas, should receive greater attention than would be accorded them by the one tier government. A two tier structure would allow the Town of Burlington to retain control over matters of local concern and yet form part of the metropolitan government. At the same time the inclusion of Burlington helps offset the population predominance of Hamilton, and brings the area considerably closer to political balance.

The Recommended Structure

The Commission see their task as devising a structure of government for the recommended metropolitan area which is efficient and yet capable of evoking strong citizen interest and participation. It is necessary to give the metropolitan government responsibility for major projects and overall planning and co-ordination, and at the same

time provide substantial responsibilities for the lower tier units. As will be outlined later, it is the Commission's view that this objective can be better achieved by returning to the councils, both metropolitan and local--many of the powers which over the years have been transferred to special purpose boards and commissions.

The viability of the lower tier units and the powers they should be given to exercise are closely related to their size and financial capacity. The Provincial Government has given some guidelines in this connection, by suggesting a minimum population of between 8,000 and 10,000 for lower tier municipal units. During the public hearings of the Commission there were several suggestions that a higher minimum figure (even up to 50,000) was desirable. Whatever the minimum, there appeared to be general agreement that in urban areas and in developing suburban areas a somewhat higher population than in rural areas might be needed to produce a viable, efficient local government.

The Commission believe that larger units have potentially greater cost savings and efficiency. Equally important, larger units facilitate the task of devising proper representation on the metropolitan council. For example, if a lower tier unit with 5,000 people were given one representative on the metropolitan council, proportionately the City

of Hamilton would be entitled to well over 50 representatives, and the size of the council would obviously be unmanageable. Larger lower tier units also provide (potentially) a better counterbalance to the City's dominant position. In the metropolitan area the avenues of communication are very good, and the road network provides ready access to all parts of the area. Given this situation it is felt that enlarged lower tier units are also appropriate for the rural portions of the area.

From the foregoing, it is clear that several of the existing municipalities in the recommended metropolitan area are of inadequate size to form even lower tier units in a revised structure, and some consolidation would be necessary. While the Commission has emphasized the concepts of accessibility and local representation, the municipal unit should be sufficiently viable to be entrusted with a significant range of powers. The existing shortcomings in this regard were well expressed in one of the briefs received by the Commission which remarked "that the diminishing of local power refutes the argument, sometimes heard, that local municipal government is real democracy because you are close to your elected representatives. It does not do much good to be close to municipal councillors if they have less and less control over the everyday needs of the people".⁽²⁾

(2) Brief of the Hamilton Real Estate Board.

In making their recommendations with respect to the inner boundaries of the area the Commission have looked for guidance to local viewpoints, especially from municipalities. Our task was made the easier by the municipalities in the County of Wentworth recognizing that a realignment of inner boundaries was necessary. Acknowledging the hard thinking and the political concessions made by the leaders of these municipalities, the Commission have strived to adopt their recommendations on inner boundaries wherever possible while creating larger units than recommended.

One aspect of the County's recommendations was the attempt to separate urban and rural boundaries in the delineation of lower tier boundaries.

Design for Development calls for the combination of rural and urban elements in restructuring local government, but it is not clear whether this principle is intended for the lower tier as well.⁽³⁾ It is noted that in the recently created Regional Municipality of Niagara and in the ministerial proposal for local government reorganization in Peel-Halton, rural and urban areas have been combined in the lower tier units.

- (3) In this policy statement, eight criteria which a region should exhibit are defined. The eighth and last criteria reads "in cases where there are to be two tiers of government within the region, both tiers should be designed with the same criteria".

However, the Commission has observed that the pattern of settlement in the recommended metropolitan area does not easily lend itself to applying the urban-centred concept at the lower level. An example in point is the borough of Dundas-Ancaster where deliberation was given to placing the urban portion of Ancaster with the rural areas of Glanford, Binbrook and Ancaster while placing the Town of Dundas with the rural areas of Beverly and East and West Flamborough. In the opinion of the Commission the community of interest of the rural area of Binbrook, Glanford and Ancaster was clearly with the City of Hamilton rather than with the urban area of Ancaster. The local services and needs of the urbanized portion of Ancaster and the rural parts of Ancaster, Glanford and Binbrook were distinct and separate.

The same may be said of the Town of Dundas and The Townships of Beverly, West Flamborough and East Flamborough though the community of interest and ties between Dundas and those townships are much stronger than in the former case.

The Commission was also cognizant of the request of the municipalities of Dundas and Ancaster that the Town of Dundas and the urban portion of Ancaster and the southerly portion of West Flamborough be united in a common borough. It has occurred to the Commission that

the placing of the Village of Waterdown with the rural Townships of West Flamborough, East Flamborough and Beverly might appear inconsistent with what has been said, however we believe that rural and urban areas may be combined where there is an evident community of interest and interchange between the rural and urban area. In one sense Waterdown should be grouped with Burlington but the citizens of Waterdown appear to have a stronger community of interest with the City of Hamilton than with Burlington. When in the future water, sewer and utility services are provided for Waterdown from the Burlington distribution system and Burlington develops closer to Waterdown then consideration should be given to placing the Waterdown area with Burlington.

Generally in the metropolitan area there is a concentrated urban and suburban core surrounded by an extensive rural hinterland rather than the scattered urban settlements found in the Counties of Peel, Halton, Lincoln and Welland.

In addition, the Commission note that with separate rural units of government if they so desire it would be possible for rural areas to receive different levels of service and cost than urban areas without undue reliance on special area rating. In other words, with urban and rural areas combined at the lower level, urban service areas might need

to be applied extensively in such fields as streetlighting, garbage collection, sewage disposal and fire protection.

Perhaps the strongest argument in support of the rural-urban separation is the prospect, put forward in the future land use projections of the City, County and Burlington Planning Departments, that the present rural areas of Beverly, Binbrook, Glanford, East Flamborough, West Flamborough and part of Ancaster will remain very substantially rural for the next 20 years. ⁽⁴⁾

For these reasons the Commission has not attempted to combine rural and urban areas in the recommended lower tier units. In the main, we have been guided by the following considerations: the creation of strong units able to effectively provide these services; and the desire to disrupt historic ties to the least extent possible.

The Commission's recommendations on the lower tier units of the metropolitan area are outlined below. ⁽⁵⁾ It is probably desirable that the names to be given these units be chosen by the local municipalities themselves. However, for the purposes of this Report, and as suggestions for discussion in the area, names have been given to the

(4) Future land use Map 1.

(5) See Map 2.

units recommended.

City of Hamilton

The present City of Hamilton is a strong, viable municipality and should be retained as one of the lower tier municipalities. It has a good balance of assessment, 49% of industrial and commercial assessment and 51% residential assessment. The City of Hamilton will probably expand to the south of the escarpment, which expansion will provide residential areas for a large increase in population during the next twenty-five years. It is for this reason that the Commission believe that the boundaries of the City should not be enlarged as its present population is much larger than the other lower tier municipalities and its population projection will be greater or equal to the population projections of the other urban municipalities within the region. The Commission recommends that the City of Hamilton retain its present City status within the metropolitan region and be designated as the City of Hamilton.

City of Burlington

The mainly urban portion of the Town of Burlington within the metropolitan area is also an appropriate and efficient governing unit

and should form a lower tier municipality.

In October, 1968, the Council of Burlington enacted a by-law applying for city status and lodged the application with the Ontario Municipal Board. At this time the Ontario Municipal Board have not dealt with the application. If the Town of Burlington was granted city status, the effect would be that the municipality would be removed from participation in the government of the County of Halton and the then City of Burlington would not be subject to a general tax levy by the County of Halton. The City would likely remain part of the Halton County Board of Education. Details of the financial implications and considerations are set out in a report on city status dated July 26th, 1968 by D. W. Farmer, C. A., Treasurer of the Town of Burlington.

Because of Burlington's desire to become a city, because of its present size and future potential, it is recommended that Burlington be designated as a city in the recommended metropolitan structure. Burlington's elevation to city status would not effect the distribution of powers between the upper tier and the lower tier.

The other area municipalities including the Town of Grimsby and the Township of North Grimsby should be formed into four separate municipal corporations designated as boroughs. We are of the opin-

ion that they should be classified as boroughs rather than as townships as they each would form one administrative division of the metropolitan area.

Borough of Grimsby-Stoney Creek

The Townships of Saltfleet, North Grimsby and a small portion of the Township of Binbrook, the Town of Stoney Creek and the Town of Grimsby should be combined to form the Borough of Grimsby-Stoney Creek. The socio-economic ties are clearly established. As future industrial development spreads out through Saltfleet into the Grimsby area along the railway right of way and the Queen Elizabeth Way, the interdependence of the area will increase as will the need for co-ordination of the activities and overall planning of the area. The area of the Township of Binbrook recommended for inclusion in the Borough of Grimsby-Stoney Creek is that area in the Township acquired by Ontario Housing Corporation for development as an urban area.

The evidence and statistics supplied to the Commission during the course of its public hearings⁽⁶⁾ showed a distinct socio-economic tie between Grimsby and North Grimsby with the Hamilton area. Further

(6) Greater Grimsby Civic Study Group, L. C. Fairfield.

statistics on the flow of traffic and riding habits indicate a strong flow of traffic from Grimsby into Hamilton. Whereas the riding habits of the persons living in the Beamsville area indicates that twice the number of persons ride into St. Catharines as ride into Hamilton. It is also evident that the drainage and servicing areas of the Town of Grimsby, the Township of North Grimsby and most of the Township of Saltfleet will have an interlocking servicing pattern which can be facilitated by a common municipal administration and government.

Borough of Dundas-Ancaster

We recommend that the Town of Dundas, the urban portion of the Township of Ancaster and the urban portion of the Township of West Flamborough be amalgamated to form the Borough of Dundas-Ancaster. The Borough of Dundas-Ancaster should include the Town of Dundas and that portion of the Township of West Flamborough lying south of the escarpment between Highway 6 and the Town of Dundas and also that portion of the Township of West Flamborough lying to the south and east of a line defined as Highway 8, Weir's Road southerly to the right of way of the Canadian National Railway, along the right of way to the westerly boundary of the Township of West Flamborough

It should also include that portion of the Township of Ancaster lying south of Highway 99 and bounded on the west by Slote's Road, Paddy's Road and the east limit of lot 34 to the intersection of Highways 2 and 53 and bounded on the south by Highway 53.

The Commission could find no strong community of interest existing between urban Ancaster with the Town of Dundas and the southerly portion of West Flamborough referred to above. The suburban area of West Flamborough is substantially an overspill from the Town of Dundas. It was considered undesirable to amalgamate any of these suburban areas with the City of Hamilton due to the need of creating balanced boroughs. Dundas and urban Ancaster and West Flamborough are essentially suburban with the majority of their residents working elsewhere in the area and mainly in the City of Hamilton. Substantially the boundaries of the proposed borough have been recommended by the municipalities in question though the Commission were made aware of other opinions that amalgamation with Hamilton might be more desirable for the area.

Borough of North Wentworth

We recommend that the Townships of East Flamborough,

Beverly, the remaining portion of West Flamborough and the Village of Waterdown be amalgamated to form the rural Borough of North Wentworth. The municipalities in this Borough with the exception of the Village of Waterdown, are outside of the urban service area and have a present character of farm rural and rural uses.

The Commission during its hearings and during the course of its studies discerned a substantial community of interest within the subject area. At the public hearings representatives of these municipalities gave evidence from which we concluded that a community of interest of essentially a rural nature exists between East and West Flamborough and between West Flamborough and Beverly. Farm activities and farm associations, mutual fire protection and overlapping school boundaries indicate the community of interest.

The Commission could not find a community of interest between the northerly portion of the Town of Burlington (North Nelson) and the Township of East Flamborough. The evidence given in this area clearly placed the north portion of Burlington outside of the boundary of the metropolitan region and showed no ties to East Flamborough.

The Village of Waterdown has commercial ties and

social ties with the Townships of East and West Flamborough and at this time is more oriented with Hamilton than with Burlington and should form part of the Borough of North Wentworth. The Commission emphasizes that if further urban development should occur in the Waterdown area, it would take the Waterdown area out of character with the balance of the Borough of North Wentworth and at that time consideration should be given to placing the Waterdown area with the proposed City of Burlington.

Borough of South Wentworth

We recommend that the Townships of Binbrook, Glanford and the rural portion of the Township of Ancaster be amalgamated to form the Borough of South Wentworth. (As mentioned earlier, a very small portion of Binbrook owned by Ontario Housing Corporation has been placed in the Borough of Grimsby-Stoney Creek.) The Commission during its hearings and during the course of its studies discerned a community of interest essentially of a rural and farm rural nature between these municipalities.

As the proposed borough is outside of the urban service area and as the nature of the area should continue for many years

to be rural and farm rural we are of the opinion that this borough may continue or can continue as a local unit serving a small population with purely rural needs in so far as municipal services are concerned.

Police Villages

There exists within the review area three police villages, Ancaster, Lynden and Freelon, each providing varying degrees of services. It is significant that representations were made to the Commission on behalf of only one of these villages, Ancaster. These representations were not made by the trustees but by a separate body interested primarily in the historical significance of the area and advocating local planning control over development. Planning control has never been a police village power. The Commission has every sympathy with the maintenance of historic sites and architecture whether it be in Ancaster, Dundas, Stoney Creek, Waterdown or elsewhere but it believes that existing planning controls and/or revised general legislation should be used to achieve this end. It does not believe that separate units of local government should be created or maintained for this purpose. It is the opinion of the Commission that because of the apparent lack of interest, the more complex problems in the area, the ever in-

creasing costs of services and the relative size of the units, that greater administrative efficiency can be provided by the recommended boroughs. The Commission recommends that all of the police villages in the metropolitan area be dissolved.

Summary

The population of the recommended lower tier units would be as follows:

	1968 Population ⁽⁷⁾
City of Hamilton	291, 000
City of Burlington	76, 000
Borough of Dundas-Ancaster	31, 000
Borough of Grimsby-Stoney Creek	40, 200
Borough of North Wentworth	19, 000
Borough of South Wentworth	12, 500

(7) Population figures estimate based on 1968 assessed population, Dept. of Municipal Affairs.

CHAPTER IV

DIVISION OF POWERS

In recommending two levels of government, the Commission has noted the opportunity which this structure provides for effectively dealing with not only major projects and overall co-ordination and planning, but also with matters of local interest and concern. However, the extent to which this is realized depends in large part on the responsibilities to be exercised by the metropolitan government and the lower tier units.

In this chapter the Commission examines the responsibilities presently exercised in the area, and makes recommendations as to their allocation in the new structure.

Planning

Within the recommended metropolitan area there are presently four planning boards, covering Hamilton, Burlington, Hamilton - Wentworth (Joint Board) and Grimsby-North Grimsby.

The City of Hamilton was first in the planning field with the establishment of a Town Planning Committee in 1930. A Master Plan for the City was adopted in 1947 and this, plus the pressure of

development after the Second World War, led to the establishment of the City of Hamilton Planning Area in September, 1947. The original Official Plan of the City was quite limited and has been constantly amended. Although consultants prepared a partial Official Plan in 1966, there is at present no comprehensive plan covering the entire City. Hamilton was the first municipality in the area to pass a comprehensive zoning by-law (1950), and one of the first to undertake subdivision control (1953).

The Burlington and Suburban Planning Board was established in 1948, covering the Town of Burlington, the Township of Nelson, the Village of Waterdown and the southerly part of the Township of East Flamborough (the northerly part was added in 1960). As in the City of Hamilton, the planning department is not employed by the planning board but is organized as a department of the civic administration under the jurisdiction of the council. An amended Official Plan, superseding the one which existed prior to the annexation of 1958, was adopted by Burlington in 1961. Subdivision control by-laws were passed in the mid-1950's, as were certain restricted area by-laws. A comprehensive zoning by-law for the Town was passed in 1958 and a revised one is currently being prepared. Effective March 1st, 1968,

the Hamilton - Wentworth Planning Area was extended to include Waterdown and East Flamborough, the Burlington and Suburban Planning Area was dissolved, and a new planning area covering only the Town of Burlington was established.

The Hamilton - Wentworth Planning Area Board was established in 1949, comprising the City of Hamilton and the County of Wentworth, with the exception of the Township of East Flamborough and the Village of Waterdown. With the formation of this Board, the City of Hamilton Planning Area became a subsidiary planning area, but no municipality was "designated" under the Planning Act to adopt an Official Plan for the Hamilton - Wentworth Planning Area. Between 1958 and 1964 Official Plans were adopted for the various municipalities within the County of Wentworth. All these municipalities have passed subdivision control by-laws and zoning by-laws.

The Grimsby and Suburban Planning Board, covering the Town of Grimsby and the Township of North Grimsby, was established in 1952. Official Plans for these two municipalities were adopted in 1960, and zoning by-laws in 1964 and 1965. The Commission is advised that a review of the Official Plans and zoning by-laws has been initiated because of the increasing urbanization of the area.

With no designated municipality for the Hamilton - Wentworth Planning Area any Official Plan would have to be approved by each of the member municipalities, and this has not proven possible. The individual Official Plans of the various municipalities must be approved by the Minister of Municipal Affairs, but since they are normally prepared at different times, this process has limited the overall co-ordination of the plan.

The Commission believes that the overall planning and control of development in the Metropolitan area will become increasingly important. It is noted that urban development has not been, and will not be, confined to individual municipalities. Because of the drainage pattern in the area the servicing required for future urban expansion can be planned most effectively by a study with an overview of the whole area. A strong planning framework will be particularly important if the character of rural boroughs is to be preserved, and excessive strip development curbed.

It was noted during the Commission hearings that in Wentworth County over 2,000 severances took place in the five years between 1964 and 1968, including 570 in 1968. This in spite of the fact that legislation in June 1968 made Committee of Adjustment ap-

proval, previously restricted to conveyances of lots less than ten acres, required for the conveyance of any lot. During 1968 there were created more lots by way of land severance than lots created by registered plans of subdivision.

There is a similar situation in Burlington and to a smaller degree in Hamilton. This indicates a shortage of serviced lands together with a high cost of serviced lots in the serviced areas.

The Commission are strongly opposed to the creation of residential lots by the land severance method and particularly in the proposed rural boroughs. In order to preserve the rural nature of the two boroughs, and this rural nature is fundamental to their existence, it is recommended that the appropriate committees of adjustment for these areas must severely curtail the approval of the residential land severances they have now been granting. It is further recommended that the Department of Municipal Affairs critically scrutinize every such approval.

Other than the creation of a residential lot for a farmer's son or daughter or other close member of the family, lot creation should be by way of registered plan of subdivision.

The Commission regard Burlington Bay and Coote's

Paradise as an important physical base for the region. Burlington Bay is the central natural feature of the region. It is the collecting basin for the area streams, the focus of its transport system, and the physical base for much of its history. The special character of this region has been established far more by this basin together with the escarpment than by any other local features. Its multi-asset possibilities for industry, transportation, waste disposal, recreation, conservation and residential development must be balanced with each other in an integrated approach. Therefore a single planning authority having responsibility for developing Coote's Paradise and Burlington Bay is essential. There is now great urgency in bringing this area within one governmental jurisdiction.

It is, therefore, the Commission's view that the responsibility for basic planning policy on land use and future development be that of the upper tier government. Planning is the basic policy decision determining development in an area. Moreover, the planning function is closely related to many other municipal responsibilities such as water supply, sewage disposal, major roads, public transportation and major parks. There is little point in making planning decisions unless they can be implemented by the provision of these

basic public services. In the Commission's view, the upper tier government should be responsible for the provision of all of these overall services, including the financing thereof. Therefore, the Commission feel that planning should also be discharged by the Metropolitan Council who have these other responsibilities rather than by a separate appointed planning board.

In order to provide the co-ordination between planning for the future and provision of services in the future, it is strongly recommended that the outer boundaries of the planning area and the Metropolitan government be coterminous. The planning area should neither be larger or smaller than the Metropolitan government area.

There are areas of planning control and regulation, some of which involve the Provincial Government, upon which the Commission wishes to comment. They relate to the following:-

Official Plans

Plans of Subdivision

Zoning By-laws

Committees of Adjustment

Official Plans

At the present time, an Official Plan is recommended by the local planning board, adopted by the local council and becomes effective upon approval by the Minister of Municipal Affairs. This procedure also applies to any amendments to an Official Plan. The Commission believes that with the transfer of the overall responsibility for major planning decisions to the Metropolitan Council and also the increasing tendency in Ontario towards the separation of detailed regulations into district plans leaving the basic policies in overall plans, the present procedure should be altered.

The Commission recommends that the Metropolitan Council should be responsible for the preparation and adoption of an Official Plan dealing with overall policy matters for the Metropolitan area. This plan would be subject to approval by the Minister of Municipal Affairs to ensure that it complies with overall planning policy of the Province, particularly relating to adjacent regions.

It is further recommended that once this Official Plan has been approved, it would be the responsibility of the local (lower tier) municipalities to prepare detailed Official Plans for their own

municipality within the framework of, and not in conflict with, the Metropolitan Official Plan. These detailed plans will require a great deal of intimate knowledge of particular areas and the people who live in them, will be very time consuming in preparation and should contain no matters of Provincial concern. The Commission is of the opinion that because of these factors, the councils of the lower tier governments should be primarily responsible for the preparation of such plans but because of the time consuming details, should have the authority to appoint local planning boards to recommend such plans if they so desire. When such local Official Plans are adopted by the local council, they should be subject to the approval of the Metropolitan Council but should not be subject to the approval of the Minister of Municipal Affairs. This procedure should apply to amendments as well. This would relieve the Minister of Municipal Affairs from much time consuming consideration of matters of a purely local nature and, the Commission believe, will speed the planning process. However, because of the inter-relation of zoning by-laws to Official Plans, there should be the right to have the local Official Plan referred to the Ontario Municipal Board in much the same manner as at present if a dispute arises.

Plans of Subdivision

At present, a plan of subdivision is proposed to the Minister of Municipal Affairs for approval and then referred by him to the local municipality and other governmental bodies for comment.

Involved in plans of subdivisions are the detailed provision of municipal services and the fact that such plans must comply with the Official Plan.

The Commission recommends that plans of subdivision should no longer be filed with the Minister, but should be filed with the Metropolitan Council for approval within the context of the Metropolitan Official Plan. The Metropolitan Council should refer the matter to the local municipality for the detailed provision of local services and receive reports from all other necessary governmental bodies. There should be a provision for referral to the Ontario Municipal Board in the event of dispute.

The Commission believe that this procedure should be less time consuming than the present process.

Zoning By-laws

These by-laws are the implementation of the Official

Plan and are the by-laws which govern the actual use of land by private individuals. Under existing legislation, no such by-law may be enacted which conflicts with the Official Plan. Zoning by-laws are at present enacted by local councils and are not effective until approved by the Ontario Municipal Board. Before such approval is obtained, it is the practice of the Ontario Municipal Board to receive comments from the Department of Municipal Affairs.

In the Commission's opinion, once an Official Plan has been approved setting out basic planning policy, zoning by-laws are the purely local implementation of such policy.

The consideration of these by-laws involves a great deal of time consuming consideration and often a great deal of local concern. The Commission recommends that the responsibility for the enactment of zoning by-laws be vested in the local (lower tier) councils subject to Ontario Municipal Board approval. Once an Official Plan has been approved for the Metropolitan area, the Commission recommends that the practice of the Ontario Municipal Board of receiving comments from the Department of Municipal Affairs be discontinued and that such comments be received from the Metropolitan Planning Department.

Committees of Adjustment

These committees are appointed by local municipalities and have two main branches of power.

Because subdivision control is in effect in all of the Metropolitan area, no parcel of land that is not within a registered plan of subdivision may be sold or conveyed in part without the approval of the local Committee of Adjustment. At present, these decisions are subject to review by the Minister of Municipal Affairs. It is the Commission's opinion that such review should be more the concern of the Metropolitan Council as being of local importance than that of the Minister as being of Provincial importance.

Such divisions should be of minor significance and be of detailed nature because in the Commission's opinion, no significant number of lots should be created in this manner rather than by plans of subdivision.

The Commission recommends that the appointment of Committees of Adjustment be made by the local municipality but that their decisions be reviewed by the Metropolitan Planning Department. There should be an appeal, as at present, to the Ontario Municipal Board in the event of dispute. In this manner, it would be the direct

responsibility of the Metropolitan Planning Department and Council to ensure that its policies on creation of lots be followed.

The other main power of Committees of Adjustment is to grant minor variances from the provisions of zoning by-laws. These must of necessity, be purely local in nature. The Commission therefore recommends that Committees of Adjustment have the same powers and be subject to the same review for this function as for deed consents.

Capital Financing

The Commission recommends that overall control of capital budgeting and financing be the responsibility of the Metropolitan Council. As the experience of Metropolitan Toronto has shown, the capacity to borrow and the terms upon which debt financing can be obtained are enhanced with a larger financial base - in this case the recommended metropolitan area. Moreover, the Metropolitan Council is in the best position to determine spending priorities for the area and prepare a capital works program. Without some body undertaking this co-ordinating role it would be very difficult to implement the Metropolitan Official Plan.

The credit of the metropolitan municipality is behind

all debenture issues and all other debt for capital expenditures whether they be for schools, roads, sewers, water, hydro or any other municipal purpose.

Water and sewer capital extensions may be financed through the Ontario Water Resources Commission as an alternative to debentures but are a charge on the metropolitan municipality just as debentures for other purposes which would be sold on the basis of the credit of the municipality as a whole.

There is only one set of properties, however, available as security for the capital financing by the municipality, whether for school purposes or general purposes. It is therefore the opinion of the Commission that the Metropolitan Hamilton Council should have the final decision as to where capital funds should be made available in the interest of overall development of the metropolitan municipality.

Specifically, the Commission recommends the following procedure with respect to capital financing.

The Metropolitan Council should be responsible for overall control of capital budgeting and for issuing of all debentures in the area including school debentures. After consultation with the Ontario Municipal Board the Metropolitan Council should set a quota each

year for the total amount of debentures that they anticipate can be sold. They should then determine the amount of these debentures which are to be issued for metropolitan projects and the amount for projects under the jurisdiction of the lower tier municipalities and school boards. In the event that a lower tier municipality (or school board) disagrees with its debenture allotment, there should be an appeal to the Ontario Municipal Board. Finally, once the amount of debentures for a lower tier unit has been established, each municipality should be free to allocate the funds within its powers without further metropolitan approval being required.

Transportation

Transportation decisions and their consequences are of vital importance to a developing region. For example, the decision to span Burlington Bay with a bridge and to place the MacDonald-Cartier Freeway north and west of the metropolitan region have had tremendous bearing on the land use and the economy of the area.

Roads

Very little was heard with reference to a transport -

ation network or road system by the Commission. The Commission received briefs dealing with transportation from the City of Hamilton, the Town of Burlington, the County of Wentworth, The Hamilton Harbour Commissioners and the Hamilton Wentworth Suburban Roads Commission. The briefs of the municipalities dealt with the significance of traffic patterns in determining a community of interest or tie with a particular region and were partially relied upon in support of external boundary arguments.

The Hamilton Harbour Commissioners recognized the inadequacy of the present road system in the region and stated that the location of the MacDonald-Cartier Freeway and the difficulty of vehicle access into the harbour area placed the Port of Hamilton in an extremely disadvantageous position with the Port of Toronto in the shipping of goods from southwestern Ontario.

The Hamilton Wentworth Suburban Roads Commission recommended a regional roads system administered by a Regional Road Authority independent of the Metropolitan Council. It recommended that the regional road system be composed of all arterial and main roads in the recommended area.

A Metropolitan Council would have a much better op-

portunity to plan a road system for the area, to negotiate the position of provincial highways affecting the area and to arrange the financing of major arterial roads to serve the area.

The Commission recommends that the Metropolitan Council have the jurisdiction and control over all roads which it may designate metropolitan. The Metropolitan Council in designating a road system may exclude from the system the control and responsibility of sidewalks, catch basins and underground services located under the road allowance. The Metropolitan Council should be given jurisdiction and control over streetlighting on metropolitan roads and traffic control devices and systems regulating or altering traffic flow entering or departing from the metropolitan road system.

Public Transit

In the public transportation field the area is partially served by The Canada Coach Lines Limited and the Hamilton Street Railway Company. The former provide inter-urban service to such centres as Burlington, Milton, Guelph, Galt, Kitchener, Port Dover, Dunnville, St. Catharines, Niagara Falls and Buffalo; the latter provides a comprehensive municipal service in Hamilton and a local service to

Dundas, Ancaster, Stoney Creek and Burlington. These two bus lines are owned by the Hamilton Transit Commission which is an independent authority appointed by the City of Hamilton.

In Burlington, a privately owned company, Norton Bus Lines Limited provides service within Burlington, within Oakville and service to Hamilton.

The Commission recommends that public transportation within the region should be a metropolitan responsibility because of the economic interdependence of the metropolitan area and travel within the region.

Further, the need to co-ordinate public transportation with the metropolitan roads program into an integrated transportation plan for the area suggests that public transportation should be the direct responsibility of the Metropolitan Council. On the other hand, the fact that public transportation is a business operation and that it be entirely self-supporting from its revenues, both recommend the use of a separate board or commission.

This Commission recommends that for travel within the area, the jurisdiction of the Hamilton Transit Commission be extended to take in all of the metropolitan area and that it be renamed

the Metropolitan Hamilton Transit Commission. In its development of public transportation for the area the Transit Commission should work very closely with the Metropolitan Council in relation to the roads program and land use generally. Appointments to the Metropolitan Hamilton Transit Commission should be made by the Metropolitan Council.

Air Transport

There is one airport in the region located approximately three miles south of the City of Hamilton at Mount Hope in the Township of Glanford. The lands and buildings comprising the airport are owned by the Government of Canada and are leased to the City of Hamilton on a long term lease for a nominal annual rental.

The airport is administered by a committee of the Council of the City of Hamilton. Water service to the airport is provided by the City of Hamilton. The airport runways and operating facilities are being improved at the expense of the Federal Government.

The airport is now capable of receiving medium size jet aircraft adequate for national and medium range international travel.

The Commission were advised that it is anticipated

that within a period of two years the airport will be classified as a Class 1 main line airport. Normally when this classification is given by the Federal Department of Transport that agency assumes the control of and the responsibility for the airport and the municipality is relieved from further expense in its administration.

Because of the regional nature of the airport, it is obvious that the control and jurisdiction over the airport should be given to the Metropolitan Council. However, if an accurate prediction has been made on the reclassification of the airport there is little wisdom in substituting a fresh committee for an experienced committee who will very shortly relinquish their duties.

The Commission recommends that the operation of the airport be left with the airport committee of the City of Hamilton until the airport is classified as a Class 1 main line airport.

Waterworks

At the present time the authority to provide water in the metropolitan area rests with the individual municipalities. As previously mentioned, because of the drainage pattern in the area the provision of water services cuts across municipal boundaries which is

evidenced by the numerous inter-municipal agreements between the municipalities. For example, the City of Hamilton, the major supplier of water, supplies the Towns of Dundas and Stoney Creek and parts of the Townships of Ancaster and Saltfleet with treated water. Other parts of the Township of Saltfleet and the urban area of North Grimsby Township are served by the Town of Grimsby.

The Town of Burlington operates the other major water treatment plant in the area, the Township of Ancaster and the Village of Waterdown through public utility commissions operate well systems and chlorination facilities to serve their inhabitants. The Commission has been advised⁽¹⁾ that the water supply in Ancaster and Waterdown is adequate for some years but the eventual provision of new water supplies will dictate close co-operation between Ancaster and Hamilton, or Ancaster and Dundas and Waterdown and East Flamborough with Burlington. It was indicated by the Burlington Public Utilities Commission that it could extend water services into Waterdown and into parts of East and West Flamborough.

One of the major tasks facing the metropolitan area is the extension of servicing as urban development spreads. The existing local government structure can provide water only with increasing re-

(1) Joint Brief from the County of Wentworth and its ten constituent municipalities, pp. 73 - 74.

liance on inter-municipal agreements. It is felt that a much more effective approach can be made by a metropolitan government. The Commission recommends that the Metropolitan Council have the jurisdiction and control over the waterworks systems including those administered or built by the Ontario Water Resources Commission, the supply of water and the establishment, construction, maintenance, operation, improvement and extension of the waterworks system and for the treatment and storage of water and trunk distribution mains.

The Metropolitan Council should assume existing intermunicipal agreements and carry them out according to their tenor.

Lower tier or borough municipalities should be supplied with water for local distribution by the Metropolitan Council. Water rates charged to the borough municipalities should be self-sustaining and based on equity.

Sewage Works

The problem of water pollution is well recognized by all levels of government and within the limits of human and financial resources a strong attack is being made on the problem. The extreme pollution of Burlington Bay contributed to by all of the municipalities

surrounding the Bay is a shocking example of the destruction of natural resources to the detriment of the inhabitants of the area. Of primary concern to all who live around the Bay must be the purification of the water itself, for without the removal of pollutants, many of the potential uses cannot be realized. The cleaning up process can only be made effective if all the communities bordering on the Burlington Bay participate and give this project a high priority. (2)

Within the area the municipalities of Hamilton, Dundas and Burlington have primary treatment of a portion of their municipal sewage. In the other municipalities, sewage is disposed by means of a lagoon or septic tanks. Such systems are unsuitable for an urban area.

Fortunately, the Medical Health Units of Burlington and Hamilton - Wentworth have strictly curtailed and restricted further residential development in those areas which do not have a piped sewage service.

However, there is a vast water pollution problem in the area. The major obstacles in the control of water pollution are the lack of funds and a political framework on which to co-ordinate and

(2) Letter of Andrew F. Burghardt, Professor of Geography, Department of Geography, McMaster University.

carry out comprehensive sewage works.

At this time the authority for the provision of sewage in the area is presently shared by the individual local municipalities and the Ontario Water Resources Commission. It is noted that the City of Hamilton provides treatment service to the Township of Saltfleet and Stoney Creek and has held discussions in this connection with both Glanford and Ancaster Townships. The Townships of Ancaster and the Town of Dundas are also conducting discussions with a view to the creation of a joint sewage work between the municipalities.

With the completion of an Ontario Water Resources project in the 1970's, Saltfleet, Grimsby and North Grimsby will form part of a major sewage system extending into Lincoln County.

Because Waterdown and parts of East and West Flamborough drain through Burlington, it is probable that they will eventually require access to the Burlington sewage disposal facilities.

Ancaster, Beverly, Binbrook, Glanford, East and West Flamborough have no sewage works.

The provision of sewers will obviously be required for the continued expansion of the area. The lack of sanitary facilities has already restricted development in Saltfleet and Ancaster Townships. Given the pattern of interdependence noted

above and the location of the main sewage disposal systems on Burlington Bay, it is understandable that sewage disposal can be most effectively administered by the Metropolitan Council.

Therefore the Commission recommend that the Metropolitan Council be responsible and have the jurisdiction and control of trunk sewers, sewer systems, sewage works, treatment works, and water courses and the nature and quality of the sewage received with the exception of local collector sewers which shall be the responsibility of the borough municipality.

The Metropolitan Council should assume existing inter-municipal agreements and carry them out according to their tenor.

The Metropolitan Council should be empowered to create sanitary sewer areas so that rural areas not benefiting from sewer works would not have imposed upon them a rate for sewage service.

Land Drainage

The allocation of responsibility for land drainage is similar to the recommendations with respect to sanitary sewage.

The Commission recommends that the Metropolitan

Council have the jurisdiction and control over existing storm sewers which may be designated as metropolitan by it. It should also have the jurisdiction and control to build and maintain storm sewers which may be designated as metropolitan.

Parks and Recreation

In the metropolitan area there are presently numerous boards, commissions and committees dealing with public parks and recreation.⁽³⁾ The fifty-six park sites in the City of Hamilton are operated and maintained by the Board of Park Management but recreational aspects are programmed by a committee of the City Council. In the Town of Burlington the administration of Parks and Recreation is centralized under the Recreation Department.

Increased hours of leisure, coupled with rising incomes have produced growing demands for recreational facilities and parklands. This trend is particularly marked in metropolitan areas such as Hamilton. At the same time an increasingly mobile population willingly travel well beyond their municipal boundaries to enjoy such facilities. Thus the cost of providing the required range of leisure facilities and the wide area from which the public is drawn both suggest

(3) Details of municipal parks and recreation facilities may be found in the Review Area Data Book, pp. 4 - 11.

a metropolitan wide approach. The outlying areas contain the available park and recreational lands that are necessary to provide ample space for the inhabitants of the urban areas of the metropolitan area.

In the briefs filed with the Commission there were some differences of opinion as to whether the two functions of parks and recreation should be combined under one authority. The Commission accept the view that there are important distinctions between them. The parks function is primarily concerned with the acquisition, development and maintenance of parkland; recreation is concerned with the programming of activities that take place in a variety of locations, including parklands. More important than combining parks and recreation in our view is relating the park programs for the overall planning and land use program for the metropolitan area. This can be more effectively done if the park's responsibility is placed with the Metropolitan Council not a separate board.

The Commission recommends that the Metropolitan Council be responsible for designating metropolitan parks which have a significance for the entire area and that all other parks be the responsibility of the lower tier municipalities. While metropolitan parks should be the direct responsibility of the Metropolitan Council, it is

recommended that the lower tier municipalities have the option to appoint Parks Boards if they so desire.

In the case of recreation it is felt that with the personal nature of this function, the importance of it being closely related to the interests and needs of the local public, and the contributions made by local volunteer effort, this responsibility should be exercised by the lower tier municipalities.

Royal Botanical Gardens

A special comment should be made about this unique facility. The Royal Botanical Gardens established by a special act of the Ontario Legislature in 1941, comprises a tract of nearly 2,000 acres in extent within four adjacent local jurisdictions being the City of Hamilton, the Town of Burlington, the Town of Dundas and the Township of West Flamborough. This 2,000 acre property by its very nature is an important part of the recreational greenbelt of the City of Hamilton, the Towns of Burlington and Dundas and the entire Counties of Halton and Wentworth.

However the Royal Botanical Gardens serves in a much broader and specialized field than recreation alone, it is a

fully functional botanical garden serving many segments of the population including universities and schools. Hence it becomes a prime example of an institution serving a broad segment of the population without regard to local government boundaries as they currently exist.

The Commission recommends that the Royal Botanical Gardens continue to function under its special act but recommends that appointments to the Board of the Royal Botanical Gardens from municipalities or local boards within the metropolitan area be made solely by the Metropolitan Council and that the annual municipal contributions from the metropolitan area be made by the metropolitan municipality.

Urban Renewal

As stated previously, the Commission believes that to the extent that citizens participate in, and share the resources of, a wider community, they also have a responsibility for its maintenance and future development. This relationship is particularly apparent in the areas surrounding major cities. The cities act as financial, commercial, cultural, and employment centres for areas considerably beyond their boundaries. It follows that the prosperity of this larger

area is closely linked to the economic health of the urban core.

It is clear that this interdependent relationship is quite marked in the metropolitan area under study. It is interesting to note that a recent Report on Commercial Development in Hamilton stated that a development program for Hamilton, to be effective, "should be conducted on a regional basis".⁽⁴⁾ This Report contended that any program developed in Hamilton would be heavily attended by people outside the City. It suggested that cultural and social programs to be developed over the coming years in Hamilton might be most heavily attended by residents of Burlington, Ancaster, Dundas and other outlying communities. In the words of this Report, "Since people outside the city itself will participate in its events it seems reasonable to give them an opportunity to devote their efforts to the formation of such a program".

Downtown redevelopment fits squarely into the concept of a wider approach to planning and land use. Waterworks, sewage works and transportation are all part of a downtown redevelopment plan. The project should be financed from area wide financial resources as it involves area wide considerations.

(4) Commercial Development in Hamilton, a report to the Hamilton Economic Development Commission, Arthur D. Little, Inc., October, 1968, p. 89.

Further, a consideration of the organizational structure suggests that it would be wise to refrain from increasing the number of parties involved in a redevelopment scheme. The urban renewal program is one of the most complex programs ever attempted. It brings together in harness semi independent parties, the federal government, the provincial government, the local municipal council, various departments of the municipality, school boards, the private citizen, the landowner, the developer and the investor in the real estate field.

The insertion of another level of government would add to the complexity of the organizational structure and would be undesirable.

The Commission recommends that redevelopment and urban renewal projects be the responsibility of the Metropolitan Council.

Police

There are eight municipalities in the metropolitan area which have local police forces. They are Hamilton, Burlington, Dundas, Ancaster, Stoney Creek, Saltfleet, Grimsby and North Grims-

by. The remaining six municipalities - Waterdown, Beverly, Binbrook Glanford, East Flamborough and West Flamborough are patrolled by the Ontario Provincial Police without cost to these local municipalities.

It is felt that these six mainly rural municipalities are satisfactorily patrolled by the O. P. P. and do not require the police needed in the urbanized parts of the area.

There are several advantages in having a single combined police force for the urban portion of the area. Such a metropolitan police force if not limited to local municipal boundaries would provide greater flexibility in policing. Crime detection would benefit from this broader approach. A metropolitan police force would provide better co-ordination of policing for both routine and special services throughout the entire area.

The Commission recommends that a metropolitan police force be established with jurisdiction over all the metropolitan area except that portion within the rural municipalities of North Wentworth and South Wentworth. These latter areas should be served by the Ontario Provincial Police. This recommendation would require one extension to the present Ontario Provincial Police patrols. The Township of Ancaster has a local force which would be retained and

amalgamated into the metropolitan force but the rural portion of Ancaster which would form part of the municipality of South Wentworth, would require Ontario Provincial Police patrols. This would permit the present practice of providing Ontario Provincial Police patrols to police those rural areas which are unable to support an adequate police force because of sparsity of population and lack of financial resources. It is intended that the entire cost of a metropolitan police force be born solely within the area served by it.

Fire Protection

All municipalities in the metropolitan area have local fire departments, and all, with the exception of the City of Hamilton employ volunteers or volunteers and regular officers. There was considerable concern expressed that the creation of a metropolitan fire department would mean the loss of service of many of these volunteers. A merger of the fire departments would not result in any cost saving and moreover, as in policing, it is felt that the rural areas do not require the same type of fire protection as the urban areas, and it is questionable whether they should be required to pay for fire protection at urban standards.

The Commission recommends that fire protection should remain a responsibility of the lower tier municipalities. However, the Metropolitan Council should appoint a metropolitan fire co-ordinator who would be responsible for establishing an emergency fire service plan and for directing a mutual aid system for the area. The fire co-ordinator should also assist in the drafting of metropolitan fire standards for buildings.

Emergency Measures Organization

It is assumed that any significant emergency, by its very nature, is likely to be at least area wide in its implications. It is therefore recommended that the existing municipal responsibilities in relation to emergency measures be exercised by the Metropolitan Council.

Health and Welfare

Responsibility for both health and welfare has been increasingly concentrated at the county level. In addition, the Province of Ontario has offered financial incentives ⁽⁵⁾ for cities and counties

(5) An increase in the grants available of from 50% to 75% in the case of the county and 25% to 75% for a city.

to join together in combined health units. In 1969, the City of Hamilton and the County of Wentworth established such a unit.

Over the years, there has been a tendency for most of the welfare needs of an area to focus on its central city. To some extent this has arisen because heavy industry and lower income families are normally concentrated in the urban centre. In addition, the City has almost always had the most fully developed welfare program available, and has therefore tended to attract people seeking such assistance. Information compiled for the Review Area Data Book indicates that such a situation prevails to a great extent in the recommended metropolitan area. At the beginning of 1967, approximately 241 out of 66,000 persons (0.4%) in the Town of Burlington, 100 out of 85,000 persons (0.1%) in the County of Wentworth and 6,608 out of 298,000 persons (2.2%) in the City of Hamilton were receiving welfare assistance.

The Commission believes that with the strong interdependence of the area, the responsibility and cost of both health and welfare services should be shared jointly and therefore, recommends that all such municipal responsibilities be assumed by the Metropolitan Council.

This recommendation also includes such facilities as Homes for the Aged and Hospitals.

It is recommended that the Metropolitan Council should assume all financial obligations of municipalities within the metropolitan area with respect to outstanding or future debentures and contributions to hospitals within the metropolitan area and assume the area municipality's responsibility (with appropriate adjustments) with respect to hospitals outside the metropolitan area.

It is also recommended that the lands and buildings of all municipality owned hospitals in the metropolitan area should be vested in the Metropolitan Government.

Electrical Power

There are public utility commissions providing a combined service of electrical energy and water to the inhabitants of Dundas, Ancaster, Waterdown, Grimsby and Burlington. The inhabitants of the City of Hamilton and Town of Stoney Creek are supplied with electrical energy by the Hamilton Hydro Electric Power Commission and the Stoney Creek Hydro Electric Power Commission. In the remaining rural township areas, the electrical systems are owned

and operated by Ontario Hydro.

Formal submissions were made by substantially all of the hydro and public utilities commissions as well as the Ontario Municipal Electric Association. It was pointed out that in the long run there would be no saving in the amount of electrical energy purchased from Ontario Hydro through a merger or consolidation of the commissions, as the rate would always reflect the cost of electrical power and any immediate large volume discounts would be unlikely to continue.

The Commission could not ascertain any advantage in an administration supplying both electrical energy and water. There may be certain administrative economies but it is more important that the supply and distribution of water be co-ordinated with sewage disposal and general land use in the area. It has already been recommended that water be a direct responsibility of the councils, metropolitan and local. The Commission accepts the argument that the provision of hydro electric power should be handled by a separate commission. It is noted that this is essentially a business operation that involves direct competition with other suppliers of energy.

For reasons outlined elsewhere, it is recommended that responsibility for the provision of electrical energy and power

rest with the four hydro commissions with boundaries coterminous with those of the recommended Cities of Hamilton and Burlington and the combined Boroughs of Dundas-Ancaster with North Wentworth and Grimsby-Stoney Creek with South Wentworth.

Industrial Promotion

Of particular importance to the economic growth of the metropolitan area will be the policies pursued in providing serviced land and attracting and allocating industry. In our recommendations, most of the responsibilities underlying such a program of industrial promotion have been allocated to the upper tier. Thus, only the Metropolitan Council will be able to plan and service major industrial sites. However, the effectiveness of this activity could be weakened with undue competition for industry among lower tier units. With the pooling of the metropolitan area's assessment for those functions assigned to the upper tier, such competition should no longer be necessary. Indeed, the area should concentrate its efforts on attracting industry in competition with other metropolitan areas and regions (such as Metropolitan Toronto, Kitchener-Waterloo, and Windsor).

Therefore, it is strongly recommended that the Metropolitan Council develop a program of industrial promotion for the whole area. To the extent that individual lower tier municipalities wish to engage in industrial promotion it is recommended that they plan their efforts within the framework of the metropolitan program. A metropolitan, not a local perspective is desirable.

Libraries

The main library facility in the metropolitan area (with over 500,000 books) is located in the City of Hamilton. Burlington, Stoney Creek, Dundas and Ancaster have municipal libraries. There is also a Wentworth County Library with nine branches which provides services to the Townships of Ancaster, Beverly, Binbrook, East Flamborough, West Flamborough, Dundas and Waterdown.

Some centralization of library operations in the area has already taken place in that the Counties of Brant, Wentworth and Halton participate in the South Central Library System, with offices in Hamilton. This is one of 14 regional library systems established across the province under the Public Libraries Act. The Hamilton Public Library has been designated as the resource centre of the South Central

Library System, and as such forwards requests to other libraries and handles inter-library loan transactions.

As the library system is a comparatively small organization, it should be possible for a regional public library to be run as a single unit in a metropolitan region. A single system would accelerate the continuing attempt by library officials to bring library services in the metropolitan area to an equal level throughout the region. A single system would also make available to all, the resource capacity of the main branch of the Hamilton Public Library.

Financing of the public library system should be accomplished through a mixture of local and provincial financing. Public libraries require and need larger grants from both the municipal governments and the province. Library services are inadequate in the area and the only remedy appears to be a metropolitan library board with access to larger funds.

The Commission recommends that the provision of library facilities for the area be the responsibility of the Metropolitan municipality. Because of the very important contribution made by private citizens and volunteer effort it is felt that the administration of libraries should continue to be vested in an appointed board with the membership

chosen by the Metropolitan Council.

Garbage and Waste Disposal

Garbage and waste disposal is becoming an increasingly serious problem in areas of urban concentration. It is noted that numerous complaints have been made in the area because of open burning at various dumps. It is also noted that recent provincial regulations governing sanitary landfill areas prohibit such burning. As the area further develops, new methods of disposal will need to be found and the selection of disposal sites will require increasingly careful planning.

Disposal sites cannot always be located within the same municipality. In the review area, by agreement, Glanford and Stoney Creek use facilities operated by Hamilton. Waterdown and East Flamborough use a landfill site in Burlington. The location of the garbage disposal sites in the area are set out in the Review Area Data Book.⁽⁶⁾

At the same time, it is recognized that garbage collection is a service which may not be required in the more rural parts of the metropolitan area and that different levels of service may be desired in various urban areas.

The Commission recommends that garbage and waste

(6) See Review Area Data Book, pp. 4-8 and 4-9.

collection and disposal be a primary function of the lower tier municipality, but that the Metropolitan Council should have the power to regulate and, if desired, operate garbage and waste disposal sites. The lower tier municipality should be allowed to operate their own disposal sites subject to the above, but be permitted to enter into agreements with the Metropolitan Council for the use of metropolitan sites. In this way, the Metropolitan Council would control the location of sites and would have the power to establish and operate sites for the benefit of some but not all lower tier municipalities at the expense only of such users.

Tax Billing and Collection

In the Commission's opinion the lower tier municipalities should be responsible for the levy and collection of taxes so as to provide necessary flexibility in payment and billings. Included in this responsibility would be levies to be raised for the Metropolitan Municipality, the Boards of Education, and the Separate School Boards. Also would be included any area charges for special service to the urban areas and the Metropolitan Police Service Area. While such levies are a local responsibility, we recommend the use of the special computer equipment available in the area. This would provide a real economy

in accounting for the benefit of all the municipalities and Metropolitan Hamilton.

Building Code and Permits

During the public hearings, there was considerable emphasis on the need for uniform building standards throughout the area. The recent Task Force on Housing and Urban Development noted "an unwarranted multiplicity of building codes" which result in "limitations on the scale of production and...costs to the ultimate consumer."⁽⁷⁾

While endorsing the need for greater uniformity of standards, the Commission feels that there are administrative conveniences if building permits are issued locally. Accordingly, it is recommended that the responsibility for issuing building permits rest with the lower tier units, but that they be required to follow a uniform building code established by the Metropolitan Council.

Licensing

There are a wide range of businesses, trades and oc-

(7) Report of the Federal Task Force on Housing and Urban Development, January, 1969, p. 47.

cupations that are subject to municipal licensing. Many of these are carried on throughout the whole or parts of the metropolitan area while others operate only at fixed locations.

It is the recommendation of the Commission that the licensing at fixed locations be the responsibility of the lower tier municipality, and the licensing of the more mobile trades or occupations such as contractors and taxis be the responsibility of the Metropolitan municipality.

The Commission believes that the policy as to the granting of licenses and the regulations thereunder should be established and administered by elected councils. It is therefore recommended that all licensing powers be retained by council and at neither the upper or lower level should there be a licensing commission or any licensing powers given to the Police Commission. However, it is recommended that all municipal bodies should co-operate in supplying information and assistance to the respective councils in this regard.

General

It can be seen from the list of functions referred to that

in the Commission's opinion, many matters may be more properly dealt with at the metropolitan level, but that many should be retained at the lower tier level.

It is the Commission's belief that this will provide the greatest degree of efficiency at the metropolitan level where the council may make policy decisions on overall matters without having their time occupied by matters of purely local concern. It will also ensure that the citizens will have the opportunity of being heard by elected representatives on matters of more local and immediate concern. It is the Commission's opinion that the number of matters to be considered by the councils in at least the urban and suburban lower tier municipalities will equal and may exceed the number of matters to be considered by the Metropolitan Council.

In summary, the Commission's recommendations with respect to the allocation of responsibilities are as follows:

Metropolitan (Upper Tier)	Borough (Lower Tier)
Planning (as defined)	Local Planning (as defined)
Capital Financing	Fire Protection
Transportation (as defined)	Local Distribution of water

Waterworks, supply and trunks (as defined)	Local sewers
Sewage works and land drainage (as defined)	Local roads
Garbage disposal sites	Garbage collection
Police (as defined)	Recreation
Metropolitan Parks (as defined)	Electrical energy
Health and Welfare	Building permits
Libraries	Tax billing and collecting
Licensing (as defined)	Local traffic control
Building Codes	Local parks
Industrial Promotion (as defined)	Licensing (as defined)
Emergency Measures Organization	All other municipal responsibilities not specifically allocated.
Urban Renewal	

CHAPTER V

INTERNAL ORGANIZATION

The internal organization of the Metropolitan Council and its relationship to the lower tier councils are vital factors in achieving the actual objectives of providing the service to the public set out in this report.

The Metropolitan Council

The most serious consideration regarding the Metropolitan Council was whether its members should be directly elected or should represent the lower tier municipalities by virtue of first having been elected to the council of the lower tier municipality. In other words, should the Metropolitan Council be composed of persons directly elected to it by the electorate at large or be composed of some of the members of the lower tier municipality - or perhaps a combination of both. The Commission is of the opinion that the objective of a two level system of government is to divide the powers between the two levels of government for better service to and access by the public. In order to achieve harmony however, and the best co-operation, it is the Commission's belief that there should be a thorough understanding

of the problems of both levels of government by the elected representatives.

The Commission therefore recommends that the membership of the Metropolitan Council should be solely composed of representative members of the lower tier councils.

In coming to the above conclusion, the Commission considered the difficulty of providing a Metropolitan Council representative from all areas if the members were elected on a metropolitan wide basis and was aware of the high cost in time and money of the candidates for such office. The Commission therefore, rejected this approach. It also believes that any direct election either in whole or in part, on a type of ward or area basis would likely create friction between the two levels of government rather than the co-operation required to properly provide service to the public.

However, the Commission believes that the electorate should know who they are electing to the Metropolitan Council. For this reason, it is recommended that wherever possible, the composition of each council be such that the holders of pre-determined positions on the local council shall by virtue of their office become members of the Metropolitan Council. Examples of this will be given later.

Having decided these principles, the problem was to determine the size of the Metropolitan Council and the number of representatives that each lower tier municipality should have thereon. The Commission is of the opinion that the Metropolitan Council should be composed of the smallest number of persons commensurate with both reasonable representation and the responsibilities of the council.

All persons making submissions to the Commission regarding the size of an overall council expressed the opinion that it should be kept small.

The Commission believes that the number of representatives from each municipality should be decided primarily on the basis of population but also after giving consideration to the areas involved and the variety of problems facing such areas. In addition, the Commission were of the opinion that if any one municipality such as the City of Hamilton, were to dominate the Metropolitan Council, then the entire system would become unworkable.

The City of Hamilton has approximately 62% of the population in the recommended metropolitan area at present and according to most predictions even by 1990 will still have at least 50% of the population. This fact cannot be ignored.

Having considered all of these factors, the Commission recommends that the City of Hamilton should have more than 50% of the representatives on the Metropolitan Council but that adequate protection be given to the other local municipalities on major expenditure matters.

The Commission recommends that the Metropolitan Council should be composed of a Metropolitan Chairman (discussed below) and representatives as follows:-

<u>Municipality</u>	<u>1968 Population</u>	<u>Number of Representatives</u>
City of Hamilton	291,000	13
City of Burlington	76,000	4
Borough of Dundas -Ancaster	31,000	2
Borough of Grimsby-Stoney Creek	40,200	3
Borough of North Wentworth	19,000	1
Borough of South Wentworth	12,500	<u>1</u>
		24
		(plus Chairman)

As stated previously, the electorate should know in advance who the representatives are to be on the Metropolitan Council. The Commission believes that the internal structure of the local coun-

cils should be determined locally by the elected representatives. However, purely for the sake of example and with certain assumptions for the newly created municipalities the following might be considered as the representatives to the Metropolitan Council:-

City of Hamilton	Mayor	1	
	Controllors	4	
	Sr. Alderman in		
	each Ward	<u>8</u>	13
City of Burlington	Mayor	1	
	Sr. Controllors		
	or Members of		
	Executive Committee	<u>3</u>	4
Borough of Dundas- Ancaster	Mayor	1	
	Sr. Alderman or		
	Alderman elected by		
	Council	<u>1</u>	2
Borough of Grimsby- Stoney Creek	Mayor	1	
	Sr. Aldermen or		
	Aldermen elected by		
	Council	<u>2</u>	3
Borough of North Wentworth	Mayor	<u>1</u>	1
Borough of South Wentworth	Mayor	<u>1</u>	<u>1</u>
Total			24

There should be a chairman of the Metropolitan Council who in the first instance, should be appointed by the Lieutenant-Governor in Council.

The position of the Metropolitan Chairman is visualized as not only being that of chairman of meetings of elected representatives, but also that of an administrator to see that the wishes of such representatives should be carried out. Unlike the Mayor or head of a local municipality who is elected and has a vote on all issues, the Chairman should not have a vote on Metropolitan Council except in the case of an otherwise tie vote.

In the initial establishment of the Metropolitan Council, there will be a considerable number of administrative matters which must be settled so that the framework of the structure will be available to provide for election of the members of council and be in a form to provide for the elected members to proceed upon their election. Without an appointed Chairman, no one would be in a position to guide this formative structure.

In a two level system of government, the Chairman must be a person who has the confidence, goodwill and co-operation of a substantial majority of the members of the Metropolitan Council. It

is his position not just to give leadership but primarily to foster teamwork and co-operation among the elected representatives on the council and among the various local municipalities.

In the study area, any person directly elected over the entire area would immediately be suspect in some parts thereof. In addition, the cost in time and money of campaigning over such a large and varied area would be extremely high.

After the initial stage, the Commission recommends that the Chairman should be elected by a two-thirds majority vote of the members of the Metropolitan Council and not by direct election of the electorate.

Such Chairman should either be a member of the council or any other qualified elector. If he should be a member of a local council, he should be required to resign from such former position leaving a vacancy to be filled in the normal fashion.

If the Metropolitan Council cannot agree on the selection of a chairman, the Lieutenant-Governor in Council should have the power to appoint a chairman.

Executive Committee of the Metropolitan Council

Having recommended the establishment of a Metropolitan

Council the Commission considered the option of creating an executive committee consisting of the head of the council assisted by two permanent executives one to be responsible for the financing of municipal matters, the other to be responsible for the execution of municipal matters; or an executive committee of two or four members elected from the Metropolitan Council together with the head of the council.

The Commission believes that it is an important requirement of municipal government that the executive committee be in tune with the opinions and feelings of the Metropolitan Council and that this can best be accomplished by a committee from the Metropolitan Council. The executive committee, unlike a Board of Control would not be directly elected by the electorate at large.

The Commission recommends that the Metropolitan Council elect an executive committee from among its membership with the metropolitan chairman being the chairman of the committee. The Metropolitan Council should be required to elect to the executive committee two representatives from Hamilton, one from Burlington and one from the balance of the area. These members would have been elected by the electorate in their particular borough or city as members of council and would also have the support of a majority of the

Metropolitan Council who would have an excellent opportunity to appraise the character and ability of the candidate for this important office.

Also it is recommended that major appropriations or expenditures and the adoption of the Official Plan or amendments thereto not recommended by the Executive committee would not be made without a two-thirds vote of the Metropolitan Council. This provision would ensure that there was a general unanimity among the representatives of the various parts of the metropolitan area in any major appropriation, expenditure or transaction of the Metropolitan Council.

Term of Office

It is recommended that the members of the Metropolitan Council be elected for a three year term. Historically the short ballot -(i.e. one or two year terms) has been advocated on the grounds that it keeps government more democratic, more sensitive and responsive to local needs if the councillors are required to renew their mandate at frequent intervals. However, with the rapid increase in cost of elections and advertising techniques, the candidate should not be expected, nor could many afford, to underwrite the costs of an election at frequent intervals. The immense expense involved in an election campaign, even a local one, in a populated electoral dis-

trict such as exists in the review area is a burden long remembered by most candidates.

With the advent of the metropolitan government in most cases the candidate would be required to communicate with a larger population in a larger area which would involve extreme demands upon the time of the candidate. However, far more important is the expansion and increasing complexity of municipal activities with the apparent need for greater continuity of policy. Major or important projects normally take at least two years to plan, guide through council and complete. In urban areas of dense population this is the rule rather than the exception.

It is also recommended that all elections to the Metropolitan Council, lower tier councils, school boards and other elected boards and commissions be held at the same time. It is felt that less frequent, consolidated elections will reduce election costs and concentrate public interest on all aspects of government in the area.

Lower Tier Councils

In considering the composition of the lower tier councils, it is noted that the present municipalities of Hamilton and Burlington ⁽¹⁾

(1) With the exception of the northern portion excluded in the recommendations.

will form individual units in the recommended structure and could, presumably, retain their existing councils as far as composition and size. The four boroughs of Dundas-Ancaster, Grimsby-Stoney Creek, North Wentworth and South Wentworth will be new, and will therefore require a new legislative base. In the Commission's view it is important to keep the size of these councils to a reasonable limit. The Commission recommends that in the boroughs of Dundas-Ancaster and Grimsby-Stoney Creek there should be a head of council and approximately eight aldermen elected by wards and that in the boroughs of North Wentworth and South Wentworth there should be a head of council and approximately six aldermen elected by general vote.

With regard to the composition of the council of the boroughs of North Wentworth and South Wentworth the Commission believes that the council should be elected by general vote because of the rural nature of the boroughs. On the other hand, another system of representation may be more desirable and the proper system may best be determined by consultation with the local representatives.

Boards and Commissions

The municipalities within the metropolitan area make ex-

tensive use of boards, commissions and special purpose bodies. A partial list compiled for the Review Area Data Book revealed some 70 different bodies. (2)

A board or commission exists independently of the council of the municipality which it serves. It is either created by statute or by by-law of the municipality.

Some of these bodies are of long standing notably the school boards which were established before the municipal system itself (1816). Police commissions, library boards, parks boards and utility commissions also had their origins in the nineteenth century.

It is the opinion of our Commission where the function of the board or commission is primarily of a business nature there is justification for the existence of a special purpose body independent of the political authority.

However to a considerable extent, the creation of boards and commissions has reflected the inadequacy of the existing municipal structure. Because of insufficient finances or inappropriate size municipalities have joined together in intermunicipal special purpose bodies. In addition, the province has contributed to the number of

(2) Review Area Data Book, pp 3-18 and 3-19.

these bodies by making some types of grant conditional upon their establishment such as the Community Centre Boards.

The Commission believes that the restructuring of local government affords an opportunity to reassess the role of these boards and, where practicable, transfer their powers to the directly elected councils. This viewpoint was reflected in Design for Development Phase Two: "As these (regional) governments are formed we will adopt a vigorous policy of strengthening the municipal councils by removing powers from existing special purpose bodies and turning these powers over to the Regional or Local Municipality". The Commission endorse this statement that municipal councils should be strengthened in order to offer a real opportunity for constructive public service.

In the Commission's view unless specific reasons can be adduced for their continued existence, boards and commissions should be abolished or at least their establishment left to the discretion of the metropolitan and local council. Within the area are some boards which have served the public well and, for various reasons (outlined below) in the opinion of the Commission are best suited to continue to serve the public in the future. It is recommended that these boards be

retained. On the other hand, the Commission specifically recommends the abolition of some boards. In other cases the Commission simply recommends that the decision whether or not to establish a separate board be left with the council but should not be mandatory in legislation.

School Boards

The school board is not only the oldest but the most independent of all the special purpose bodies in Ontario. As part of a recent (January, 1969) major reorganization of school administration in Ontario, a Wentworth County Board of Education was established, superseding all previous school boards within that county. Paralleling this, the Town of Burlington became part of the new Halton County Board of Education for school purposes. The City of Hamilton retained its own school board. ⁽³⁾

Principally because of the long tradition of school boards in Ontario, and the concern of many people that education would be neglected in favour of other responsibilities if under council's control, the Commission endorse the continued use of school boards. However, for reasons outlined elsewhere, improved co-ordination between school and municipal activities is regarded as very important. The Commission

(3) For a discussion of school operations, including separate schools, see Chapter Six, Education.

therefore urges that its recommendations with respect to more closely integrating the operations of school boards and municipal councils be carefully considered.

Conservation Authorities

Four Conservation Authorities have jurisdiction within the recommended metropolitan area. A major portion of the review area is contained within the Hamilton Region Conservation Authority, with its principal watersheds of the Spencer Creek, Chedoke Creek, Redhill Creek and Stoney Creek. The northeastern portion of the review area drains through the Grindstone and Bronte Creeks and forms part of the Halton Region Conservation Authority. Part of Ancaster, Beverly and Glanford Townships is under the jurisdiction of the Grand River Conservation Authority. Finally, portions of Saltfleet, Ancaster and Glanford Townships, and nearly all of Binbrook Township are within the Niagara Peninsula Conservation Authority, principally draining through the Twenty Mile Creek and Welland River.

During the Commission's hearings the four Conservation Authorities stressed two fundamental principles of water management; the necessity of operating on a watershed basis, and the system of

separate intermunicipal authorities. At the same time, there was general agreement that a conservation authority may embrace one, two or several watersheds. With this in mind, the Commission endorses the retention of conservation authorities, but proposes adjustments in their boundaries to bring them into closer conformity with those of the Metropolitan Council. It is felt that such a change will facilitate the planning and co-ordination of related activities.

The Commission recommends that a new conservation authority be established, the Metropolitan Hamilton Conservation Authority embracing all the metropolitan area except that portion within the Bronte Creek watershed and within the watersheds of the Grand River and the Niagara Peninsula Conservation Authorities. There would be considerable logic in extending this new authority to include the Bronte Creek watershed but for the effect this would have on the Halton Region Conservation Authority. However, if the restructuring of local government in Peel-Halton leads to a revised or enlarged conservation authority for the watersheds in that area, then the Bronte Creek watershed should be joined with the recommended Metropolitan Hamilton Conservation Authority as the Commission is of the opinion that there is no necessity of having the Bronte and Oakville Creeks under the same

authority. These two creeks were previously under two separate authorities.

The Commission agrees that all municipal appointments to the Conservation Authority in the metropolitan area should be made by the Metropolitan Council in accordance with recent amendments to the Conservation Authorities' Act.

Hydro Electric Commissions

The Hydro Electric Power Commission of Ontario generates all power used in the study area and either sells it to local commissions or supplies it directly. This is similar to power supplied to most of Ontario.

One of the objectives of the Ontario Hydro is to provide power at cost and its rates are structured to achieve this. If all of the power supplied in the study area were sold by Ontario Hydro to a metropolitan commission at today's rates and other metropolitan or regional areas created metropolitan or regional hydro commissions in order to call for similar lower rates, this Commission was advised by the Ontario Municipal Electrical Association that Ontario Hydro would have to increase its rates to cover the actual cost of the generation

and supply of power.

The Commission recommends that separate local hydro commissions should be established. In determining the number and geographic area of such hydro commissions to be recommended for the area the Commission has taken the view that to the extent practicable, the boundaries of the hydro commissions should approximate those of the lower tier municipalities. We have also been guided by submissions received from the various hydro and public utility commissions in the area.

Both the Hamilton Hydro Electric Commission and the Burlington Public Utilities Commission are viable units; the Commission recommends that they be retained in the new structure - with the qualification that Burlington's Public Utilities Commission (more appropriately retitled Hydro Electric Commission) should be concerned only with hydro not water, and that its geographic jurisdiction should, of course, be confined to the limits of the recommended City of Burlington.

For the suburban and rural areas, two hydro commissions are recommended. One should embrace the area within the recommended boroughs of North Wentworth and Dundas-Ancaster, and might be designated the North Wentworth Hydro Electric Commission. It is noted

that there is already considerable integration of the work of the Dundas, Ancaster and Waterdown public utility commissions, and that a joint brief from these commissions proposed a very similar jurisdiction for the provision of hydro electric power. The only difference is that rural Ancaster which is presently served by Ontario Hydro would form part of the South Wentworth area.

It is recommended that the other hydro commission embrace the area within the recommended boroughs of South Wentworth and Grimsby-Stoney Creek. Here again, an area similar to the Commission's recommendation was proposed in a brief from the Stoney Creek Hydro Commission and supported by the Ontario Hydro Office in Stoney Creek. The only difference between being the inclusion of rural Ancaster and the exclusion of South Grimsby and Caistor.

The Commission recommends that until otherwise agreed between the appropriate local hydro commission and Ontario Hydro, that those areas presently served by Ontario Hydro should continue to be so served.

Under existing legislation, a city with over 60,000 population must have an appointed Hydro Commission whereas all other municipalities regardless of size, must have an elected commission.

There seems no logic to this Commission in this distinction in the study area because the Commission's observations show that both the elected and appointed commissions have performed satisfactorily. Therefore, there is no reason why Burlington should be required to have an appointed commission upon becoming a city. The City of Hamilton has an appointed commission and all other areas presently have elected commissions. This Commission believes that it should be optional to the local municipalities as to whether there should be an elected or appointed commission. However for the purpose of this report, it is recommended that in the initial stages the appointment of commissions be continued in the City of Hamilton and the City of Burlington commission and the North and South Wentworth commissions be elected.

Committee of Adjustment

In this case it is felt that land severance applications are an administrative matter and that the volume of work involved in dealing with minor variances of zoning by-laws would occupy too much time of a municipal council if made a direct responsibility. It is therefore recommended that committees of adjustment be appointed by lower tier municipalities.

Hamilton Transit Commission

The main public transportation in the area is provided by The Hamilton Street Railway Company and by The Canada Coach Lines Limited, its wholly owned subsidiary. The Hamilton Transit Commission is the special purpose body created to operate the business of public transportation in the review area. Because of the essentially business nature of the Hamilton Transit Commission, public transportation should continue to be the responsibility of a commission.

Our Commission recommends that the Metropolitan Council have the jurisdiction and control of appointments to the Hamilton Transit Commission and that it be designated the Metropolitan Hamilton Transit Commission and be responsible for maintenance and development of all public transportation within the metropolitan area.

Court of Revision

It is recognized that the Court of Revision will come under provincial control under new assessment legislation being enacted by the Legislature of Ontario and the Commission therefore makes no recommendations in this regard.

Police Commission

Present legislation provides for the appointment of police commissions. The Commission received no submission that this provision be changed. It is recommended that a Metropolitan Police Commission be established with jurisdiction over a metropolitan police force to police the metropolitan area except the two rural boroughs of North Wentworth and South Wentworth. Such Commission should have no licensing powers, as it has been recommended that licensing be exercised by the metropolitan and local councils.

With the large, diversified area under its jurisdiction, it is our view that the composition of the Metropolitan Police Commission should be broadened to allow a greater representation of local interests and more citizen participation. Accordingly, it is recommended that the membership of the Commission be extended to five - a county court judge designated by the Lieutenant-Governor-in-Council, two persons appointed by the Lieutenant-Governor-in-Council, and two persons appointed by the Metropolitan Council (who may, but need not be council members).

The Hamilton Harbour Commissioners

The Hamilton Harbour Commissioners is a federal

body ⁽⁴⁾ essentially beyond the jurisdiction of this review. However, the activities of The Hamilton Harbour Commissioners will be increasingly important to the future development of the metropolitan area. This relates not only to the expansion of the harbour itself, but also to the fact that The Hamilton Harbour Commissioner's activities along the shoreline will dictate the pattern of land use for some distance inland. If strong municipal planning controls and servicing limits are going to confine most urban expansion in the area to a fairly narrow portion along the waterfront, the preservation of some open spaces, parklands and access to shoreline amenities becomes very important. It is here that the plans of The Hamilton Harbour Commissioners and the Metropolitan Council may complement or conflict. The Commission strongly recommends that every effort be made to ensure that The Hamilton Harbour Commissioners' activities are compatible with the Metropolitan Official Plan.

In their brief, The Hamilton Harbour Commissioners proposed that their jurisdiction be extended to include all the shoreline within the recommended metropolitan area - that is to say, from the eastern boundary of Burlington in a straight line across Lake Ontario through

(4) Established under Statutes of Canada 1912.

to the eastern boundary of North Grimsby.

The Commission recommends that a submission be made to the Government of Canada to amend The Hamilton Harbour Commissioners Act to provide for the appointment of all municipal representatives by the Metropolitan Council and to redefine the limits of the harbour of Hamilton to include the waters of Lake Ontario between the present limits of Hamilton Harbour and a line drawn from the eastern limit of the Town of Burlington to the eastern limit of the Township of North Grimsby.

Library Board

It has been recommended that the provision of library facilities be a metropolitan responsibility. Because of the very substantial contribution made by private citizens and volunteer effort the Commission believes that this responsibility should continue to be administered by an independent library board. The Commission recommends that the library boards in the review area be abolished and that provision for a metropolitan library board be made with appointments to the metropolitan library board being made by the Metropolitan Council in accordance with existing general legislation.

Planning Board

As stated previously, the Commission feels that as the basic policy decision determining development and as the function most inter-related with other municipal activities, planning should be the responsibility of council, not an appointed board. These arguments apply with special force at the metropolitan level, where it is contemplated that planning decisions will relate primarily to general, overall policies and a review of local plans. In contrast, much of the planning responsibilities recommended for the lower tier involves administrative detail rather than policy decisions. While these might be handled by a committee of council, a separate planning board would free council from consideration of detail. For this reason the Commission recommends that planning be the responsibility of council at both the metropolitan and local levels, but that the local council have the option of appointing a planning board if desired. To implement the above recommendations, the Hamilton Wentworth Planning Area Board should be dissolved.

It is contemplated that the Metropolitan Council would primarily rely on a planning staff employed by it while the lower tier municipalities would be free to either employ a planning staff or rely on

planning consultants depending upon the service required from time to time in their individual municipality.

Suburban Roads Commission

The Hamilton - Wentworth Suburban Roads Commission has played a very important role in the area. Its effectiveness, and much of its *raison d'etre*, arose from the fact that the planning and development of roads was not tied to individual municipal boundaries. However, with the establishment of a metropolitan government embracing both urban and rural areas this broader approach can now be taken by the Metropolitan Council itself. Equally important with roads as a direct responsibility of the Metropolitan Council, the opportunities for coordinating this function with related municipal activities and with the Metropolitan Official Plan will be enhanced. It is therefore recommended that the Suburban Roads Commission be dissolved.

Parks Board

The City of Hamilton, Town of Dundas and Town of Stoney Creek have Boards of Park Management. The Commission have recommended that the Metropolitan Council have the authority to designate

metropolitan parks, and it is our view that a separate Parks Board should not be established at the metropolitan level.⁽⁵⁾ We are not aware of any present substantial advantage to be gained from isolating the parks function. More important, there is, in the Commission's view a considerable advantage if parks are a direct responsibility of the Metropolitan Council, namely that the parks program can be more easily integrated with associated municipal responsibilities and, in particular, with the land use plan for the metropolitan area.

However, at the local level a somewhat different situation prevails. The Commission is reluctant to recommend the abolition of existing Parks Boards which have the experience and have built up and are maintaining parks systems, especially with the detrimental effect this might have on local volunteer efforts. Accordingly, it is recommended that while the local council be responsible for parks not designated metropolitan, they have the discretion to retain or appoint local Parks Boards.

Community Centre Board

There are Community Centre Boards in Dundas, Ancaster,

- (5) Provincial grants available to a Parks Board should be paid instead to the Metropolitan Council.

Binbrook, West Flamborough, and Glanford. Under provincial legislation if a council decides to provide a community centre under the Community Centres Act (in order to receive provincial financial assistance) the management and control of the centre must be under a board appointed by the council for that purpose. Here again, the Commission can find no particular justification for this approach. It is recommended that any available provincial grants be paid to the local councils who should be responsible for providing community centres. However, it is recommended that a council should have the authority to appoint a community centre board to administer the centre if they so desire.

Summary

There are several functions in the recommended metropolitan area which the Commission feels can best be administered by separate boards. There are also some instances where the Commission has recommended the abolition of specific existing boards. Beyond these recommendations it is our view that the utilization of special boards and commissions should be left to the discretion of the metropolitan and local councils wherever possible.

CHAPTER VI

EDUCATION

Since this Commission was appointed, a comprehensive re-organization of school administration has taken place in Ontario. Effective January 1st, 1969, school divisions were established throughout the Province and directly elected divisional boards of education commenced operations. (1)

Within our review area, the following changes occurred: As one of three "defined cities" the City of Hamilton became a school division with its own divisional Board of Education. All other existing school boards in Wentworth County were dissolved with the creation of the Wentworth County Board of Education. In similar fashion, the school boards in Burlington, Grimsby and North Grimsby were dissolved, with Burlington schools coming under the jurisdiction of the new Halton County Board of Education, and schools in the latter two municipalities under the Lincoln County Board of Education.

The Commission received a brief from the Board of Education for the City of Hamilton and one from the Wentworth County Board of Education - dealing specifically with the structure of school administration in the review area. While the Hamilton Board proposed a sing-

(1) An act to amend the Secondary Schools and Boards of Education Act, Statutes of Ontario, 1968, Ch. 122.

le board of education for the whole area, the Wentworth County Board suggested a two tier structure, with three local school boards and an overall metropolitan board. However, both submissions stressed the belief that the external boundaries of the school administration and the metropolitan government should be coterminous. It was noted that Design for Development - Phase Two had expressed this objective: "It is our aim and that of the Department of Education, that as new Regional Governments are formed, we will attempt to design them so that they and the school authorities.....will have coterminous outer boundaries." (2)

In assessing the administration of schools in the review area, the Commission has been primarily concerned with the relationship between the capital financing of education and the staging of development of schools with the activities of the metropolitan and local governments.

This relationship is very important for several reasons. One is the sheer magnitude of education expenditures which in many instances account for more than 50% of the municipal tax dollar and are still increasing. Even more significant is the effect of schools, or lack

(2) Design for Development - Phase Two, Statement by the Honourable W. Darcy McKeough, December 2nd, 1968, p. 2.

thereof, on the pattern and extent of development in an area. In a fast growing municipality with a young population economic expansion is closely tied to the capacity of the school facilities to absorb children. This relationship is very evident in the Town of Burlington where the Town of Burlington Planning Board stated that "subdivision and housing policy is geared to a rate that can be absorbed by the Board of Education and the installation of sanitary trunk sewers. The rate of growth is primarily determined from the five year capital budget of the Board of Education; the registered lots are in effect rationed according to a rate of a fixed number of increased students contemplated in the five year budget."

More generally, the location of economic development depends to some extent on where schools are situated - just as the availability of other services such as sewage, water and roads influences its location. The crucial question is which will lead? Will school board policies on the location of school buildings and the timing of their construction dictate where and when land development takes place, and thus, where and when municipal services shall be installed and thus govern the location of homes and industry or will schools follow and be constructed where services are provided by the council. The

Commission recognizes that under existing legislation, it is the obligation of school boards to provide schools where development takes place. However, with the shortage of financial capacity of all municipalities and school boards, in practice the decision as to which of many areas will receive schools can have a considerable effect upon future development.

The Commission feels that the present situation is not acceptable. It is the opinion of the Commission that the school program must fit within the framework of the Metropolitan Council's planning for the future of the area and not that the future of the area shall be controlled by the decisions as to where and when schools will be erected.

The Commission does not believe it is sufficient to simply exhort school boards and metropolitan and local councils to "maintain close consultation and co-ordination". More positive steps are required. As a minimum, in our view, the overall boundaries of the school authorities and the metropolitan government should be coterminous. The Commission believes this can be achieved with minimal adjustments in the existing school boards.

Specifically, the following structural changes are recommended. The jurisdiction of the Wentworth County Board of Education

should be extended to include the municipalities of Grimsby and North Grimsby. The former Burlington Board of Education should be reconstituted with jurisdiction over that portion of the Town within the metropolitan area. The City of Hamilton Board of Education should be retained with its present area of jurisdiction.

It is the Commission's opinion that the necessary co-ordination of development could not be achieved if Burlington was left with the Halton Board of Education, or Grimsby and North Grimsby were left with the Lincoln Board of Education. In addition if this were done it would be quite impractical for two authorities in different regions to be pledging the same property for purposes of capital financing.

From discussions with officials of the Department of Education, the Commission is of the opinion that the transfer of Grimsby and North Grimsby would not disturb the school system in these municipalities, as the effect would be to move an integrated, self-contained group of schools⁽³⁾ (centred on the Grimsby and District High School) from one jurisdiction to another. A number of references were made during the hearings to the fine pre-1969 school system in Burlington and there is no reason to doubt that a reconstituted Burlington Board of Education would be a viable and effective administrative unit. Moreover,

(3) "Family of Schools" is the term used by the Department of Education Officials.

because of the new grant structure for education, the Commission was advised at the public hearings that neither the Halton or Lincoln County Boards of Education would be placed at any substantial financial disadvantage by the removal of the municipalities specified above. Indeed it is possible that the Halton County Board would gain financially from the transfer of Burlington. There are limits to the grants available for both "extra-ordinary expenditures" and ordinary operating expenditures. These expenditures tend to be highest in rapid growth areas, particularly the extraordinary expenditures which are closely associated with new building programs. Burlington is clearly one of the largest growth areas of Halton County in terms of education. Therefore, to the extent that Burlington's extraordinary expenditures and ordinary operating expenditures would be above the limit eligible for grants, Halton County would benefit financially from Burlington's exclusion.

With the adjustments recommended above, the outer boundaries of the school boards and the metropolitan government would be coterminous. However, the co-ordination of the education and the metropolitan government program would involve four separate bodies - the metropolitan council and the three school boards. Under existing legislation, each of the school boards would have the authority to issue

their own debentures and there would be four independent capital budgets in the area. The Commission does not approve of this procedure.

Under present requirements all four of these capital budgets are subject to the review of the Ontario Municipal Board whose major concern would be to determine if the total expenditures were within the financial capabilities of the area. If they are not, then failing agreement between the parties, the Ontario Municipal Board is placed in the unenviable position of having to decide what type of expenditure must be reduced or in the alternative deciding that the expenditures of all bodies must be reduced. By these reductions, it is, in effect, deciding the policy for the area on education, transportation, servicing, etc. - that is, the Ontario Municipal Board is determining which aspects of the municipal program will go forward rapidly and which must be re-phased or postponed. The Commission believes that this is not a satisfactory arrangement. It is the elected metropolitan council which should determine these policy priorities.

The Commission believes that all capital expenditures of Boards of Education that are to be paid for by the issue of debentures or otherwise financed in future years should be subject to the approval of the Metropolitan Council. All debentures in the metropolitan area

whether for general or school purposes should be issued by the Metropolitan Council. There should be a right of appeal by the various Boards of Education to the Ontario Municipal Board in the event of a dispute.

The major factor would be that educational capital expenditure proposals and other municipal capital expenditure proposals primarily would be considered together by the Metropolitan Council and the spending priorities of both would be considered as a unit by the Metropolitan Council and not by the Ontario Municipal Board. In this way, the Commission believes that the school building programs would be closely integrated with the general development plan of the Metropolitan area.

It is visualized that the Metropolitan Council would withhold approval from a capital budget of a Board of Education only where the total debenture issue required, combined with other Boards of Education and the Metropolitan Council's own debenture requirements, in the opinion of the Metropolitan Council, would exceed the borrowing capacity of the Metropolitan area. If a reduction in the total education capital program was required, it would be the responsibility of the Metropolitan Council to consult with the Boards of Education to determine where the reduction should be made but to retain the ultimate municipal decision itself.

The Commission recommends that each of the Boards of Education prepare their own current (operating) budget and requisition the sums required from the appropriate lower tier units.⁽⁴⁾ Thus, even with the centralization of capital financing, the two tier structure allows flexibility for educational programs and financing to suit local conditions within the metropolitan area.

The debenture charges for the various Boards of Education would be charged to the respective Board of Education to be added to their requisition to the appropriate lower tier units.

It is the Commission's view that the above recommendations would provide for continued local control over education within the Metropolitan area, while greatly facilitating the integration of school and municipal programs in the Metropolitan area and providing the credit of the entire Metropolitan area for the backing of school debentures in individual areas.

The Commission considers that there is some merit in ultimately establishing a metropolitan board of education having capital expenditure jurisdiction and perhaps jurisdiction to establish basic

(4) In the case of the recommended Wentworth County Board of Education, the four Boroughs of Dundas-Ancaster, North Wentworth, South Wentworth and Grimsby-Stoney Creek would contribute in proportion to their share of the total equalized assessment within the Board's jurisdiction

standards of expenditure throughout the metropolitan area. In this way, the total assessment of the metropolitan area would be available for most school purposes. Certain recommendations made to the Commission that a metropolitan board of education should have power to establish salary rates while leaving the power to employ at the local level would seem to be unworkable. Other suggestions giving minimal power to the metropolitan board did not appear to make sufficient justification for such a board. The Commission concluded that there was insufficient evidence to show the need of a metropolitan board and in view of the recent major school re-organization and inconsistencies in the various recommendations the Commission did not feel that any recommendations for a metropolitan board should be made at this time.

In the case of separate schools, a similar re-organization of administration occurred throughout the province effective January 1st, 1969. (5) A Wentworth County Separate School Board was established at that time with jurisdiction over all of the County including the City of Hamilton, except a small portion of northwest Beverly Township which was under the Waterloo Separate School Board. The Commission recommends that the Wentworth Separate School Board be extended to include

(5) An act to amend The Separate Schools Act, Statutes of Ontario, 1968, Ch. 125

the entire metropolitan area including the remainder of Beverly Township and the municipalities of Grimsby, North Grimsby and Burlington. Apart from the additional trustees required to represent the extended jurisdiction, no other changes (including changes in capital financing) are recommended in the administration of separate schools. In view of the enlargement of the jurisdiction to include the entire metropolitan area, the name of the Separate School Board should be changed to the Metropolitan Hamilton Separate School Board.

CHAPTER VII

FINANCE

General

There are two major criteria in determining the financial stability of a municipal area. These are:

1. The balance of the equalized taxable assessment between the residential and farm assessment and the industrial and commercial assessment.
2. The ratio of the outstanding capital debt to the equalized taxable assessment.

It has generally been considered, in financial circles that a ratio between the equalized taxable assessment of 40 % for industrial and commercial properties, including business assessment, and 60 % for residential and farm properties is ideal - an indication of the ability of the municipality to finance its capital obligations (debenture debt).

Also it is generally considered that the outstanding capital debt should not exceed 8% of the relative provincial equalized taxable assessment.

Rural farm equalized taxable assessment usually contributes to a municipal area a somewhat better balance than does the urban

residential equalized taxable assessment since the education and welfare costs are usually lower in the truly farm areas.

Industrial and commercial assessment also benefits the general operating costs of the municipality, including education and other services required by the householder.

Therefore, the expansion of housing accommodation may depend on the ability of the municipality to finance required services.

Favourable Assessment of Metropolitan Area

Metropolitan Hamilton would have a favourable financial basis for the issue of debentures for the capital expansion of the whole area.

The new metropolitan municipality would, on the basis of the combined provincial equalized assessment made in 1967 for 1968 tax levies, have had a favourable ratio of industrial and commercial assessment to residential and farm assessment as shown in Table 4 and totalled as follows:

Industrial and commercial	\$ 1,278,543,000	38%
Residential and farm	<u>2,088,434,000</u>	<u>62%</u>
Total equalized taxable assessment	<u>\$ 3,366,977,000</u>	<u>100%</u>

The industrial and commercial ratio of 38% is considered very satisfactory compared to most municipalities in Ontario.

The City of Hamilton, with its large industrial assessment, is responsible for this favourable assessment ratio for the new metropolitan municipality. Almost 50% of the provincial equalized taxable assessment of Hamilton is industrial and commercial.

Therefore, Hamilton's assessment would assist the financial stability of the metropolitan area, especially under the present general shortage of capital funds for municipal purposes. This sound basis is very important for the orderly expansion and development of the metropolitan area.

It should also be noted that the Town of Burlington, the second largest municipality in the proposed metropolitan municipality and the Town of Stoney Creek had in 1968 ratios of provincial equalized taxable assessment as follows:

	<u>Burlington</u>	<u>Stoney Creek</u>
Industrial and commercial	23%	17%
Residential and farm	<u>77%</u>	<u>83%</u>
	<u>100%</u>	<u>100%</u>

The equalized residential taxable assessments in Burlington and Stoney Creek are generally of better homes with an average higher assessment value compared with many of the other parts of the metropolitan area. These larger homes have a better assessment base to carry the education and service costs applicable thereto.

The sound assessment base would accrue to the benefit of each of the municipalities in the metropolitan area as well as the area as a whole for capital financing purposes.

With the wide spread of assessment ratios within the area, the Commission sought an explanation to the fact that there was not a larger spread in the tax levy between Hamilton and other urbanized municipalities such as Burlington and Stoney Creek. The Commission have concluded that the explanation lies in a combination of factors which are:

1. Proportionately, a larger number of higher equalized assessment homes in these suburban municipalities, while all homes regardless of assessment require the same services.

2. Provincial grants to the suburban municipalities are more favourable.
3. Hamilton provides more services.

Debenture Debt

The combined net debenture debt of the proposed Metropolitan Hamilton at December 31, 1966 detailed in Table 6-15 of the Review Area Data Book totalled \$112,173,278 with an equalized taxable assessment of \$2,632,838,000, or net debenture debt of 4.28% of the total equalized taxable assessment.

It is noted that this compares with a net debenture debt to equalized taxable assessment in Metropolitan Toronto in 1966 of 7.88%.

As pointed out on page 6.6 of the Review Area Data Book the net debenture debt per capita in 1966 in the study area was \$244.27 as compared with an average for Ontario of \$274.84. In Metropolitan Toronto the net debenture debt in 1966 was \$446.71 per capita.

The debt position is therefore considered satisfactory for the proposed municipality of Metropolitan Hamilton.

Levies

The proposed new Metropolitan Council and the councils

of the proposed lower tier municipalities would, in the ordinary course, prepare the budgets for the operations of their respective municipalities for the first year under proposed Metropolitan Hamilton. The Commission believe that some increases in costs would be certain because of the inflationary trend since 1968 up to the incorporation of the metropolitan municipality. These inflationary costs would have been in effect in any case, with or without the establishment of a metropolitan municipality.

However, for the purpose of comparison we have calculated in Table 5 the estimated effect on the general municipal residential tax rates, exclusive of education, if the municipality of Metropolitan Hamilton had been established in 1st January, 1968 and the net expenditures had continued on the actual 1968 overall basis, as expended that year by the municipalities proposed for inclusion in the metropolitan municipality.

Certain adjustments in arriving at the effective 1968 revenues and expenditures for that year were made both before, and after, the proposed formation of Metropolitan Hamilton, such as the increase in the provincial road grants to the City of Hamilton from 33 1/3% to 50% approved costs and the elimination of the assessment de-

partment costs through the assumption of that function by the Province in 1970.

The increase in the Provincial Unconditional Per Capita Grants as a result of the formation of a metropolitan municipality account chiefly for the overall reduction in the residential general mill rates.

From this table it will be noted that the estimated effect on the residential general municipal mill rates would be as follows:

	<u>Increase (Mills)</u>	<u>Decrease (Mills)</u>
City of Hamilton		. 20
City of Burlington		. 08
Town of Dundas		1. 47
Township of Ancaster (urban part)		. 65
Township of North Grimsby		. 99
Township of Saltfleet		1. 44
Town of Grimsby		3. 21
Town of Stoney Creek	. 03	
Township of Beverly	. 71	
Township of East Flam- borough		. 53
Township of West Flam- borough		. 47
Village of Waterdown		7. 41
Township of Ancaster (rural part)		4. 55
Township of Binbrook		2. 24
Township of Glanford		. 08

From the foregoing it is noted that all municipalities would have an estimated reduction in mill rates with the exception of the Town of Stoney Creek and the Township of Beverly where the increase is fractional.

Education Costs

As mentioned before the effect of the proposed metropolitan municipality on education costs has not been calculated. This was not done because of the difficulties arising from the changes creating the new county system for education and the changes in the provincial grant basis including special grants.

With the recommended changes in this report Hamilton education costs would likely continue on the current basis subject to increases for inflation costs since no change in control of operations is proposed in education for that city.

Wentworth County education costs would include the education for schools in the Town of Grimsby and the Township of North Grimsby which in 1969 became part of the Lincoln County system. However, these costs would be subject to reduction by the relative provincial school grants applicable to these Grimsby areas.

The new City of Burlington education costs, less relative provincial grants on the basis of one Board of Education assuming the City withdrawing from the County of Halton, are presently uncertain as they would be set by the budget of the new Board of Education for the new city. In 1968 the Town of Burlington had its own board and in 1969 education in the Town came under the jurisdiction of the County of Halton Board of Education without any substantial increase in the mill rates for Burlington taxpayers.

Both the Wentworth County Board of Education and the Burlington Board of Education would benefit by the "balanced" assessment of the proposed metropolitan municipality available for backing of debentures required to be issued for education purposes.

Summary

In the Commission's opinion the financial position of the individual municipalities in the study area, makes it difficult to expand the necessary services for future development of these individual municipalities.

From a financial viewpoint there is ample evidence that the entire review area included in the proposed Metropolitan Hamilton would benefit from the proposed metropolitan government including the two cities and its four boroughs. Even those municipalities with an apparent immediate fractional increase in mill rates would receive benefits from improved services in the metropolitan area.

SUMMARY OF RECOMMENDATIONS

1. A substantial restructuring of local government is required in the area to provide a comprehensive co-ordinated approach to planning and development, housing, water supply, sewage disposal, transportation and traffic control and certain other functions, as well as the financing thereof.
2. There should be a Metropolitan Region which should include
 - (a) the City of Hamilton
 - (b) the County of Wentworth
 - (c) the Town of Grimsby
 - (d) the Township of North Grimsby
 - (e) that part of the Town of Burlington lying south of a line extending from the Burlington-Oakville municipal boundary westerly along the Fifth Side Road to Walker's Line, thence northerly along Walker's Line to the north limit of Lot 7, and thence westerly to the Burlington-East Flamborough municipal boundary.
3. There should be a two tier system of municipalities to govern the area.

4. There should be no time period for review incorporated in any statute establishing the metropolitan area.
5. The name of the metropolitan area should be The Municipality of Metropolitan Hamilton.
6. There should be six lower tier municipalities consisting of the following -
 - (a) the City of Hamilton
 - composed of the present City of Hamilton
 - (b) the City of Burlington
 - composed of all of that part of the present Town of Burlington located within the recommended metropolitan area
 - (c) the Borough of Dundas-Ancaster
 - composed of the present Town of Dundas; portions of the Township of West Flamborough lying below the escarpment as well as a portion of the Township of West Flamborough above the escarpment but lying south of Highway Number 8 and east of Weir's Road; and that part of the Township of Ancaster lying north and east of the intersection of Highways Number 2 and 53
 - (d) the Borough of North Wentworth
 - composed of the Townships of Beverly and East Flamborough; the Village of Waterdown

and the Township of West Flamborough except that part included in the Borough of Dundas-Ancaster.

(e) the Borough of Grimsby-Stoney Creek

- composed of the Towns of Grimsby and Stoney Creek; the Townships of Saltfleet and North Grimsby and that part of the Township of Binbrook included in the Ontario Housing Corporation development

(f) the Borough of South Wentworth

- composed of the Township of Glanford; the Township of Binbrook except the portion included in the Borough of Grimsby-Stoney Creek; and that portion of the Township of Ancaster not included in the Borough of Dundas-Ancaster.

7. The boundaries of the planning area should be coterminous with the boundaries of the metropolitan area.

8. Planning controls and jurisdiction should be drastically revised including the transfer of certain powers from the Provincial Government to the Metropolitan Government.

9. The following powers should be exercised by the Metropolitan Government -

(a) Capital Financing

(b) Planning (as defined)

- (c) Transportation (as defined)
- (d) Waterworks, supply and trunks
- (e) Sewage works (as defined)
- (f) Land Drainage (as defined)
- (g) Garbage disposal sites
- (h) Police (as defined)
- (i) Metropolitan Parks
- (j) Health and Welfare
- (k) Libraries
- (l) Licensing (as defined)
- (m) Building Codes
- (n) Industrial Promotion
- (o) Emergency Measures Organization
- (p) Urban Renewal

10. The following powers should be exercised by the lower tier municipalities -

- (a) Local Planning (as defined)
- (b) Fire Protection
- (c) Local distribution of water

- (d) Local Sewers
- (e) Local Roads
- (f) Tax billing and collection
- (g) Electrical energy
- (h) Recreation
- (i) Garbage collection
- (j) Building Permits
- (k) Local traffic control
- (l) Local Parks
- (m) Licensing (as defined)
- (n) All other municipal responsibilities not specifically allocated.

11. The Metropolitan Government should issue all debentures in the metropolitan area for Metropolitan Government purposes, local tier Government purposes and educational purposes and should have overall capital borrowing control.

12. The Metropolitan Council should be composed as follows -

- (a) The membership should consist solely of representative members from the lower tier councils and a Chairman

(b) The membership should be as follows -

City of Hamilton	13 Members
City of Burlington	4 Members
Borough of Dundas-Ancaster	2 Members
Borough of Grimsby-Stoney Creek	3 Members
Borough of South Wentworth	1 Member
Borough of North Wentworth	<u>1</u> Member
	24 Members

(c) In addition to the 24 Members of the Metropolitan Council, there also should be a Chairman initially appointed by the Lieutenant-Governor in Council and subsequently elected by a two-thirds Majority vote of the Members of the Metropolitan Council.

(d) There should be an Executive Committee of the Metropolitan Council composed of the Chairman, two Members elected by the Metropolitan Council from the Hamilton representatives, one Member

elected by the Metropolitan Council from the Burlington representatives and one Member elected by the Metropolitan Council from the representatives of the other four Boroughs.

(e) Major decisions of the Executive Committee should not be permitted to be changed without a two-thirds majority vote of Council.

(f) The term of office of all Councils should be three years.

13. The size of the Councils of the lower tier municipalities should be as small as reasonably possible.

14. Local Boards and Commissions should be abolished unless otherwise specifically mentioned in this Report.

15. The Conservation Authorities in the area should be re-structured to include within the Metropolitan Hamilton Conservation Authority all watersheds except the Bronte Creek and those within the existing Grand River and Niagara Peninsula Conservation Authorities.

16. Hydro Electric Commissions should be established at the

lower tier level and should be four in number, consisting of the following-

- (a) a Commission for the City of Hamilton
- (b) a Commission for the City of Burlington
- (c) a Commission for the joint Boroughs of Dundas-Ancaster and North Wentworth
- (d) a Commission for the joint Boroughs of Grimsby-Stoney Creek and South Wentworth.

17. There should be a Metropolitan Hamilton Transit Commission to operate public transportation in the entire metropolitan area.

18. There should be a Police Commission composed of five Members consisting of the Metropolitan Chairman, two Members appointed by the Lieutenant-Governor in Council and two Members appointed by the Metropolitan Council. The Commission should exercise police powers in the entire metropolitan area except in the Boroughs of North Wentworth and South Wentworth where Ontario Provincial Police should continue their service. The Police Commission should have no licensing powers.

19. The jurisdiction of the Hamilton Harbour Commissioners should be extended to the entire water area in the metropolitan area and municipal appointments to such Commission should be made by the Metropolitan Council.

20. There should be a Metropolitan Hamilton Library Board operating all libraries in the metropolitan area.
21. The Metropolitan Council should exercise the metropolitan planning functions but the lower tier municipalities may appoint Planning Boards if they so desire for the lower tier planning functions.
22. The metropolitan park functions should be exercised by the metropolitan council. Local park functions should be exercised either by lower tier councils or appointed parks boards.
23. The Hamilton-Wentworth Suburban Roads Commission should be dissolved.

EDUCATION

24. The outer limits of the jurisdiction of Boards of Education should coincide with the outer boundaries of the metropolitan area.
25. There should be three Boards of Education consisting of the following -
- (a) the Board of Education for the City of Hamilton
 - (b) the Board of Education for the City of Burlington

(c) the Wentworth Board of Education

- composed of the present Wentworth County Board of Education enlarged to include the Town of Grimsby and the Township of North Grimsby.

26. All expenditures to be paid for by the issuance of debentures or to be paid for other than in the current year of all Boards of Education should be subject to the approval of the Metropolitan Council.

27. The Wentworth County Separate School Board should be continued with its jurisdiction enlarged to include the entire metropolitan area, and its name should be changed to The Metropolitan Hamilton Separate School Board.

ACKNOWLEDGMENT

The work of the Commission has been greatly facilitated by the services rendered by the Research Branch of the Department of Municipal Affairs, the representatives of the various departments, branches and commissions of the Province of Ontario, the staffs of all of the municipalities both within and without the review area and particularly those persons and organizations who came forward and took part in the review of local government by submitting proposals and furnishing information necessary to the proper accomplishment of the inquiry and report undertaken by the Commission.

The Commission wish to express their sincere appreciation to research officers J. Richard Picherack, Esq. M.A., C. Richard Tindal, Esq. M.A. and G. Robert Clark, Esq. B.A. and those other persons who worked so diligently on our behalf.

APPENDICES

TOWN OF GRIMSBY



Office Of
CLERK-TREASURER
R. C. BRACHER, A.M.C.T.

TELEPHONES: 945-5484
945-5485

114 MAIN ST. WEST
GRIMSBY, ONTARIO

March 15, 1968.

Hamilton-Wentworth Local Government Review,
36 James Street South,
Hamilton, Ontario.

Dear Sirs:

The Councils of the Town of Grimsby and the Township of North Grimsby at a joint meeting held on Tuesday, March 12th, 1968 passed the following resolution.

"Resolved, That the Hamilton-Wentworth Local Government Review Commission be asked to include Grimsby and North Grimsby in their study without prejudice and without cost to either municipality."

The feelings of the joint meeting was that both municipalities should certainly be included in the Hamilton-Wentworth scope of local government if and when regional government becomes a reality.

Yours very truly,

A handwritten signature in cursive script, appearing to read "R. C. Bracher".

R. C. Bracher, A.M.C.T.,
Clerk-Treasurer.

EXTRACT

PEEL-HALTON REVIEW PAGE 83

"The Position of Burlington

It is necessary to comment at this stage with respect to the inclusion of the Town of Burlington in the proposed Urban County of Mississauga. During the course of undertaking this Review some uncertainty was experienced as to whether Burlington more properly belonged in the Hamilton area or whether it could be included within any reformed municipal structure in the Area. This uncertainty as to the position of Burlington was also expressed in the Town's own submission to this Review which suggested that the position of Burlington could be better ascertained when a similar Review had been undertaken in the Hamilton and County of Wentworth area. Two factors eventually helped to resolve the uncertainty on the part of this Review and led to the recommendation for the inclusion of Burlington in the proposed Urban County of Mississauga. These factors are the following:

- (1) Burlington has a substantial orientation towards the other municipalities to the east and within the southern part of the Area and this orientation is likely to increase in the years ahead. (See Chapter I for data with respect to traffic movement from home to place

of employment); and

(2) Burlington has no dependence on Hamilton or any part of Wentworth County for physical services such as water and sewerage and, in fact, Burlington is in an entirely separate drainage area.

While these factors helped to tip the balance for this Review in favour of including Burlington in the proposed new urban county, it is recognized that the case for inclusion may not necessarily be conclusive.

In considering the position of Burlington attention must be directed toward the problem created by the Village of Waterdown and the Township of East Flamborough located in the County of Wentworth immediately to the west of Burlington. Waterdown and a substantial portion of East Flamborough are in the Burlington drainage area and will eventually require access through Burlington to Lake Ontario for services. The Burlington submission has described the emerging problem in this area as follows:

"...Waterdown has just recently constructed a sewage treatment plant which will dump its effluent into the Grindstone Creek. The Grindstone is a fairly small

creek and there will be pretty rigid limits as to how far this can go without creating problems. An apartment-house development has begun in Waterdown and it is not difficult to foresee that there may be real difficulties in the future for which the only ultimate solution will be the bringing of services from the Lake or the Harbour. Some urbanization is taking place in the southerly part of the Township of East Flamborough on septic tanks and public health problems will arise in the future which may force their inclusion in such servicing."

List of Submissions
Received by the Hamilton - Burlington - Wentworth
Local Government Review

The City of Hamilton
The Hamilton Board of Education
The Hamilton Parks Board
The Hamilton Hydro Electric Commission
The Hamilton Harbour Commissioners
The Hamilton Wentworth Suburban Roads Commission
The Hamilton Economic Development Commission
The Royal Botanical Gardens
The Hamilton Chamber of Commerce
The Hamilton and District Labour Council
The Hamilton Local Council of Women
The Hamilton Real Estate Board
The Metropolitan Hamilton House Builders Association
The Engineering Institute of Canada (Hamilton Branch)
Alderman James A. Bethune - Hamilton
Mrs. Edith Durini - Hamilton
W. J. A. Walton, Esq. - Hamilton

The Town of Burlington
The County of Halton
The Town of Milton
The Town of Oakville
The Town of Georgetown
Burlington Public Utilities Commission
The Burlington Planning Board
The Halton County Health Unit
The Burlington Chamber of Commerce
Citizen's Association for an Independent Burlington
The Urban Development Institute (Burlington Liason Committee)
The Lion's Clubs of Burlington
Inter-Church Council of Burlington
Messrs. Neiberg and Berryman - Burlington
Councillor Harry W. Zahoruk, Esq. - Burlington
Donald G. Green, Esq. - Burlington
Mrs. E. C. Emery - Burlington
Mr. & Mrs. J. W. Huller - Burlington

The County of Wentworth
The Wentworth County Board of Education
The Dundas Public Utilities Commission
The Waterdown Public Utilities Commission
The Stoney Creek Hydro Electric Commission
The Dundas Chamber of Commerce
The Dundas Heritage Association
Action (Ancaster) Limited
Wentworth Curling Club
Frank V. Bell, Esq. - Stoney Creek
William Hart, Esq. - Stoney Creek
Tom Barlow, Esq. - Stoney Creek

The County of Haldimand
The Halton Region Conservation Authority
Hamilton Region Conservation Authority
Grand River Conservation Authority
The Niagara Peninsula Conservation Authority
Niagara Region Development Council
The Ontario Municipal Electric Association
The Association of Recreation Directors
The Social Planning and Research Council of Hamilton & District
The Greater Grimsby Civic Study Group
Reeve H. E. Costello, North Grimsby Township

TABLE 1

**POPULATION AND EQUALIZED ASSESSMENT
OF MUNICIPALITIES IN THE REVIEW AREA**

<u>MUNICIPALITY</u>	<u>1968 Pop.</u>	<u>% of Total Pop.</u>	<u>1969 Total Tax Assess.</u>	<u>1969 Eq. Fact</u>	<u>1969 Total Eq. Assess.</u>	<u>Total Eq. Assess as % of Total</u>
Hamilton	291,187	62.0	\$ 664,944,677	26	\$2,557,479,527	66.5
Dundas	15,868	3.4	24,318,004	24	101,325,017	2.6
Stoney Creek	7,572	1.6	52,701,424	98	53,776,963	1.4
Waterdown	2,143	0.5	3,440,900	24	14,337,083	0.4
Ancaster	15,183	3.2	20,685,151	18	114,917,506	3.0
Beverly	5,897	1.3	7,916,071	16	49,475,444	1.3
Binbrook	3,478	0.7	5,103,516	17	30,020,100	0.8
E. Flamborough	5,555	1.2	8,246,283	21	39,268,014	1.0
W. Flamborough	8,208	1.7	11,266,190	20	56,330,950	1.5
Glanford	5,958	1.3	7,706,022	22	35,027,373	0.9
Saltfleet	18,228	3.9	28,368,257	22	128,946,623	3.3
Burlington	75,930	16.2	183,806,140 ¹	32	574,394,200 ¹	14.9
Grimsby	6,773	1.4	10,655,525	25	42,622,100	1.1
North Grimsby	7,688	1.6	11,374,950	23	49,456,304	1.3
Total	<u>469,668</u>	<u>100.0</u>	<u>\$1,040,553,110</u>		<u>\$3,847,377,204</u>	<u>100.0</u>

Note—¹We are informed that Burlington's assessment returned by the Assessors includes only the business rolls to February 1968 — The assessment used for the 1969 levy amounted to \$184,561,296 and includes the business roll to February 1969. The other municipalities use the business rolls to September, 1968. We therefore added to Burlington's local assessment, 7/12th of the increase of \$1,812,375 or \$1,057,219 which when equalized adds \$3,303,801 to the equalized assessment.

TABLE 2

**PLACE OF EMPLOYMENT OF BURLINGTON WORK FORCE,
1964 AND 1969¹**

	1964		1969	
	Numbers	%	Numbers	%
Burlington	5,059	38.0	7,035	37.9
Hamilton	6,098	45.6	7,526	40.5
Dundas	46	.3	79	.4
Waterdown	42	.3	85	.4
Stoney Creek	62	.5	140	.6
Total Hamilton Metro	11,307	84.7	14,865	79.8
Peel Halton Excluding Burlington			1,853	10.0
Metropolitan Toronto			930	5.1
All other (including place of employment unknown)	2,044 ²	15.3	927	5.1
Total	13,351	100.0	18,575	100.0

¹Analysis of Vernons Directory.

²Employed outside the geographic area covered by the five categories above.

FARM POPULATION OF RURAL MUNICIPALITIES, 1961 AND 1966¹

²Farm population is population on census farms, which are defined by D.B.S. as farms of more than 1 acre, with more than \$50 agricultural products sold in the year in question.

TABLE 4

**PROVINCIAL EQUALIZED ASSESSMENT
1967 FOR 1968 TAXES AND 1968 POPULATION**

	<u>Total</u> <u>(\$000)</u>	<u>Residential</u> <u>and</u> <u>Farm</u> <u>(\$000)</u>	<u>Industrial</u> <u>and</u> <u>Commercial</u> <u>(\$000)</u>	Percent of Total Assessment of Metropolitan <u>Area</u>	<u>Population</u>
HAMILTON	\$2,228,090	1,187,382	1,040,708	66.18%	291,000
BURLINGTON	516,745	398,483	118,262	15.34%	76,000
GRIMSBY-STONEY CREEK					
Stoney Creek Town	51,665	42,981	8,684		
Saltfleet Township	112,225	79,364	32,861		
Grimsby Town	41,660	31,062	10,598		
N. Grimsby Twp.	44,583	39,690	4,893		
Total Grimsby- Stoney Creek	250,133	193,097	57,036	7.43%	40,200
SOUTH WENTWORTH					
Binbrook	20,509	18,203	2,306		
Glanford	31,292	27,229	4,063		
Ancaster (South)	13,808	12,528	1,280		
Total South Wentworth	65,609	57,960	7,649	1.95%	12,500
NORTH WENTWORTH					
Beverly	34,700	27,542	7,158		
West Flamborough	45,175	37,173	8,002		
East Flamborough	32,158	27,554	4,604		
Waterdown	11,652	8,734	2,918		
Total North Wentworth	123,685	101,003	22,682	3.67%	21,800
DUNDAS-ANCASTER					
Dundas	104,468	79,517	24,951		
Ancaster (Urban)	78,247	70,992	7,255		
Total Dundas- Ancaster	182,715	150,509	32,206	5.43%	28,500
Total Metropolitan Area	\$3,366,977	2,088,434	1,278,543	100.0%	470,000

¹The population totals for each borough shown above do not reflect the transfer of the population from the urban area of West Flamborough recommended for inclusion with the Borough of Dundas-Ancaster.

NOTES TO TABLE 5

HAMILTON BURLINGTON WENTWORTH

(Including Town of Grimsby and Township of North Grimsby)

(a) **Adjustments made to 1968**

Revenues and Expenditures before, and after, the proposed Metropolitan municipality:

1. Surplus balance at both beginning and end of the year were omitted to arrive at the actual revenues and expenditures for the year 1968.
2. **Assessment Department Costs** were omitted since these costs have now been assumed by the province.
3. **Road Grants** by the Province to the City of Hamilton were adjusted to reflect the general increase from 33 $\frac{1}{3}$ % to 50% — an increase of 50% in provincial road grants. Burlington as a city would continue to receive general basic road grants from the province on the basis of 50%.
4. **Health Grants** were increased for Hamilton from 50% to 75% (as a result of the formation of the Health Unit in 1969).

(b) **Unconditional Per Capita Grants**

Further revenues were provided as a result of the formation of the Metropolitan municipality for the increase in the Ontario Unconditional per Capita Grant in accordance with the grant regulations issued by the Department of Municipal Affairs.

These would increase from present varying lower rates to \$7.00 (\$6.50 + .50) per capita for the whole metropolitan municipality, an estimated increase of \$429,521 (from \$2,861,431 to \$3,290,952).

(c) **North Burlington**

In arriving at the comparative calculations no provision was made for the reduction in operating revenues and expenses of the small rural portion of North Burlington which it is recommended should be transferred to Milton (Halton County) since in the Commission's opinion the actual amounts are not significant.

(d) **Township of Ancaster**

The division of the Township of Ancaster between the urban portion included in the Borough of Dundas-Ancaster, and the rural portion included in the Borough of South Wentworth have been estimated by the Commission in the statements for all financial purposes, (assessments, revenues and expenditures) at 85% urban and 15% rural.

(e) **Metropolitan Sewer Trunk & Disposal Costs**

All sewer costs have been included as cost of the local municipality since a number of the municipalities have separate service or area charges, for the areas within the present municipalities receiving sewer services. Without an exhaustive study it would be impossible to break these costs out particularly as some charges for such services are paid to the other municipalities.

In any case, the rural areas not being served with sewers would continue under Metropolitan Hamilton to be exempt from any portion of the cost of sewer services.

The distribution of the cost of sewage disposal and trunk sewers would become a charge against the whole metropolitan area served; such a charge would require a special study following the approval of the Metropolitan government.

(f) **Outside Counties Levies**

The levies paid in 1968 to the County of Halton by the Town of Burlington, and to the County of Lincoln by the Town of Grimsby and the Township of North Grimsby have been reduced by the proposed transfer of the three municipalities to the Metropolitan Hamilton.

However, these municipalities' 1968 proportion of the counties' costs of the following services were provided as continuing costs since only a close study of the counties expenditures for these services would determine the relative cost applicable to the municipalities included in the proposed Hamilton Metropolitan area.

These costs, (less the relative grants) include Health (including grants to hospitals), Social and Family welfare services.

The municipalities share of the net cost to the outside counties for roads, has also been provided for in the proposed metropolitan municipality by:

Adding to the costs of Burlington and Grimsby the amounts received in 1968 from the relative counties, and to the Township of North Grimsby that municipality's share of the 1968 road expenditures (less provincial grants) by the County of Lincoln.

Discounts received in 1968 from the Counties of Halton and Lincoln were also deducted from the Towns of Burlington and Grimsby and the Township of North Grimsby revenues for 1968.

- (g) The allocation of expenditures between the local municipalities and the Metropolitan municipality has been made to the best of information and knowledge of the Commission.
- (h) No adjustments have been made for the small urban area of West Flamborough recommended for inclusion in the Borough of Dundas-Ancaster, (see page 74 of Report) since the relative financial information for this area was not available and in the opinion of the Commission would have little overall financial significance.

TABLE 5

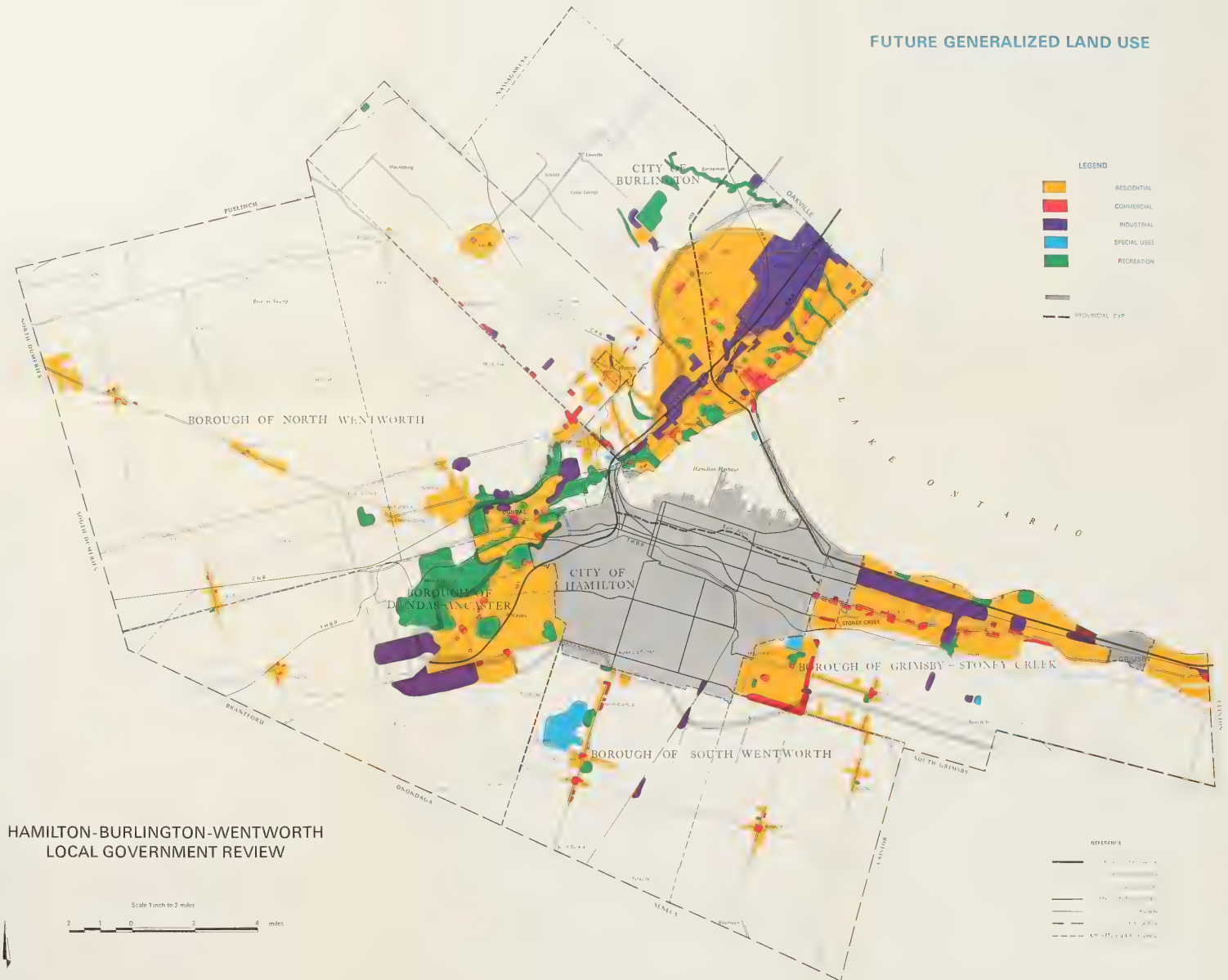
HAMILTON BURLINGTON WENTWORTH
(Including Town of Grimsby and Township of North Grimsby)

**COMPARISON OF GENERAL EQUALIZED MILL RATES (EXCLUDING EDUCATION) ADJUSTED
FOR SURPLUS AND DEFICIT BALANCES AND EXTRAORDINARY ITEMS FOR 1968 COMPARED
WITH SIMILAR RATES IF PROPOSED METROPOLITAN MUNICIPALITIES HAD BEEN
OPERATING IN 1968**

	1968 Allocated Metropolitan General Expenditures				Provincial Equalized Taxable Assessment for 1968 Levies (\$000)	Equalized General Mill Rates	1968 Metropolitan Unconditional Grant			Projected Equalized Residential General Mill Rates		1968 Adjusted Actual Equalized General Residential Mill Rates		
	Local Expenses	Police Area	Metro	Total			Metro Grant @ \$7 Per Capita	Equalized Residential Assessment (\$000)	Reduction in Residential Mill Rate			Total	Uncon. Grant	Net
HAMILTON	\$18,587,888	3,957,739	8,829,024	31,374,651	2,228,090	14.07	2,037,000	1,187,382	1.71	12.36	12.36	14.17	1.61	12.56
BURLINGTON	3,720,495	917,884	2,046,497	6,684,876	516,745	12.94	532,000	398,483	1.34	11.60	11.60	12.71	1.03	11.68
BOROUGH OF DUNDAS- ANCASTER														
Dundas Town										9.51		12.08	1.10	10.98
Ancaster Township (Urban portion)										9.51		11.06	.90	10.16
Total Dundas-Ancaster	930,705	324,590	724,412	1,979,707	182,715	10.84	199,759	150,509	1.33		9.51			
GRIMSBY-STONEY CREEK														
North Grimsby Twp.										8.13		10.00	.88	9.12
Saltfleet Twp.										8.13		10.81	1.24	9.57
Grimsby Town										8.13		12.45	1.11	11.34
Stoney Creek Town										8.13		9.03	.93	8.10
Total Grimsby- Stoney Creek	961,686	444,829	991,231	2,397,746	250,133	9.58	281,827	193,097	1.45		8.13			
NORTH WENTWORTH														
Beverly Twp.										5.07		5.41	1.05	4.36
East Flamborough Twp.										5.07		6.57	.97	5.60
West Flamborough Twp.										5.07		6.66	1.12	5.54
Waterdown Village										5.07		13.65	1.17	12.48
Total North Wentworth	323,922		489,612	813,534	123,685	6.58	152,621	101,003	1.51		5.07			
SOUTH WENTWORTH														
Ancaster (Rural)										5.61		11.06	.90	10.16
Binbrook										5.61		8.73	.88	7.85
Glanford										5.61		6.80	1.11	5.69
Total South Wentworth	199,961		260,148	460,109	65,609	7.12	87,745	57,960	1.51		5.61			
	\$24,724,657	5,645,042	13,340,924	43,710,623	3,366,977		3,290,952	2,088,434						

See notes following.

FUTURE GENERALIZED LAND USE



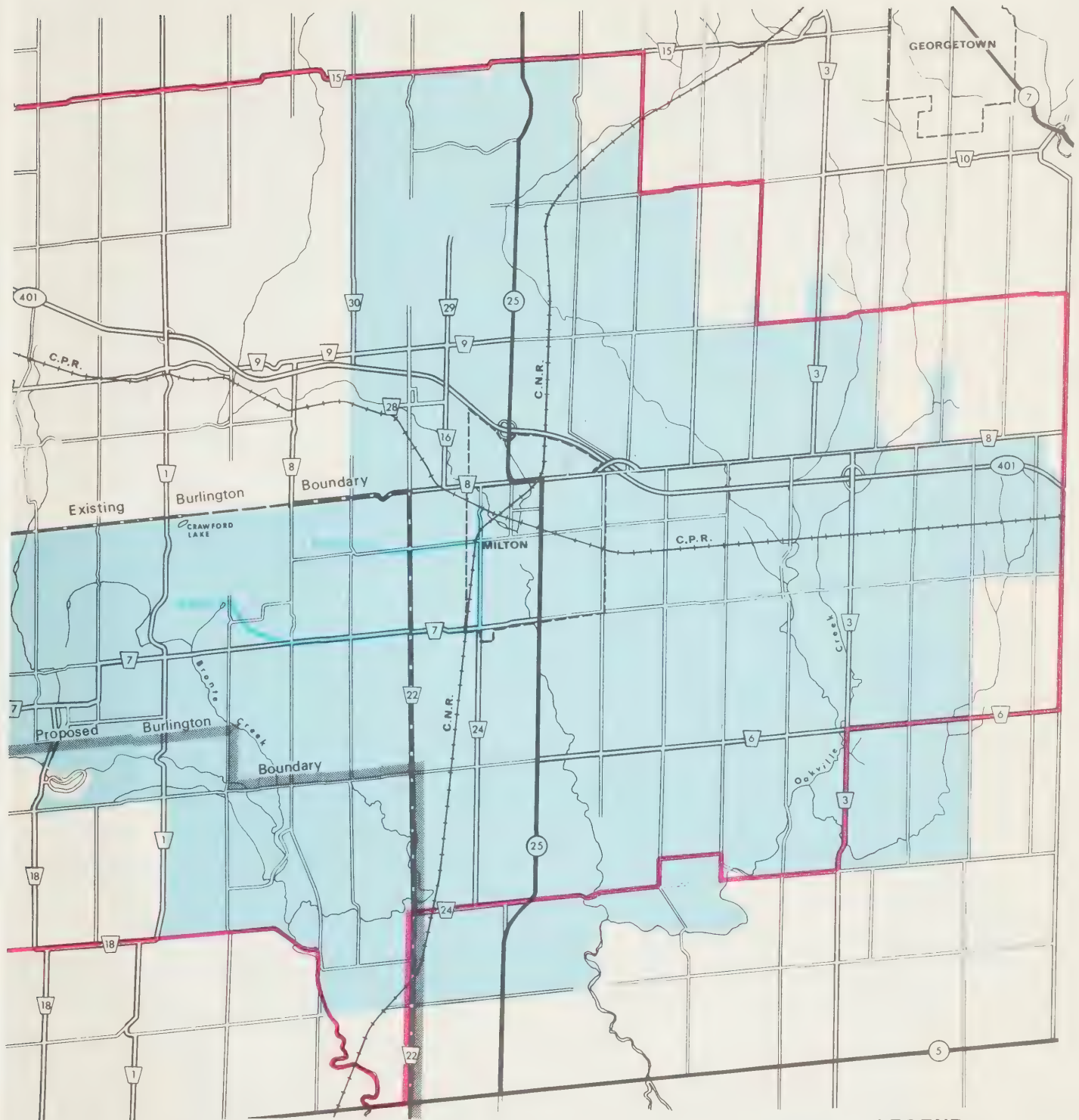
**BOROUGH BOUNDARIES
RECOMMENDED METROPOLITAN AND
BOROUGH BOUNDARIES**






**HAMILTON-BURLINGTON-WENTWORTH
LOCAL GOVERNMENT REVIEW**

MILTON SERVICE AREA

MAP 3



LEGEND

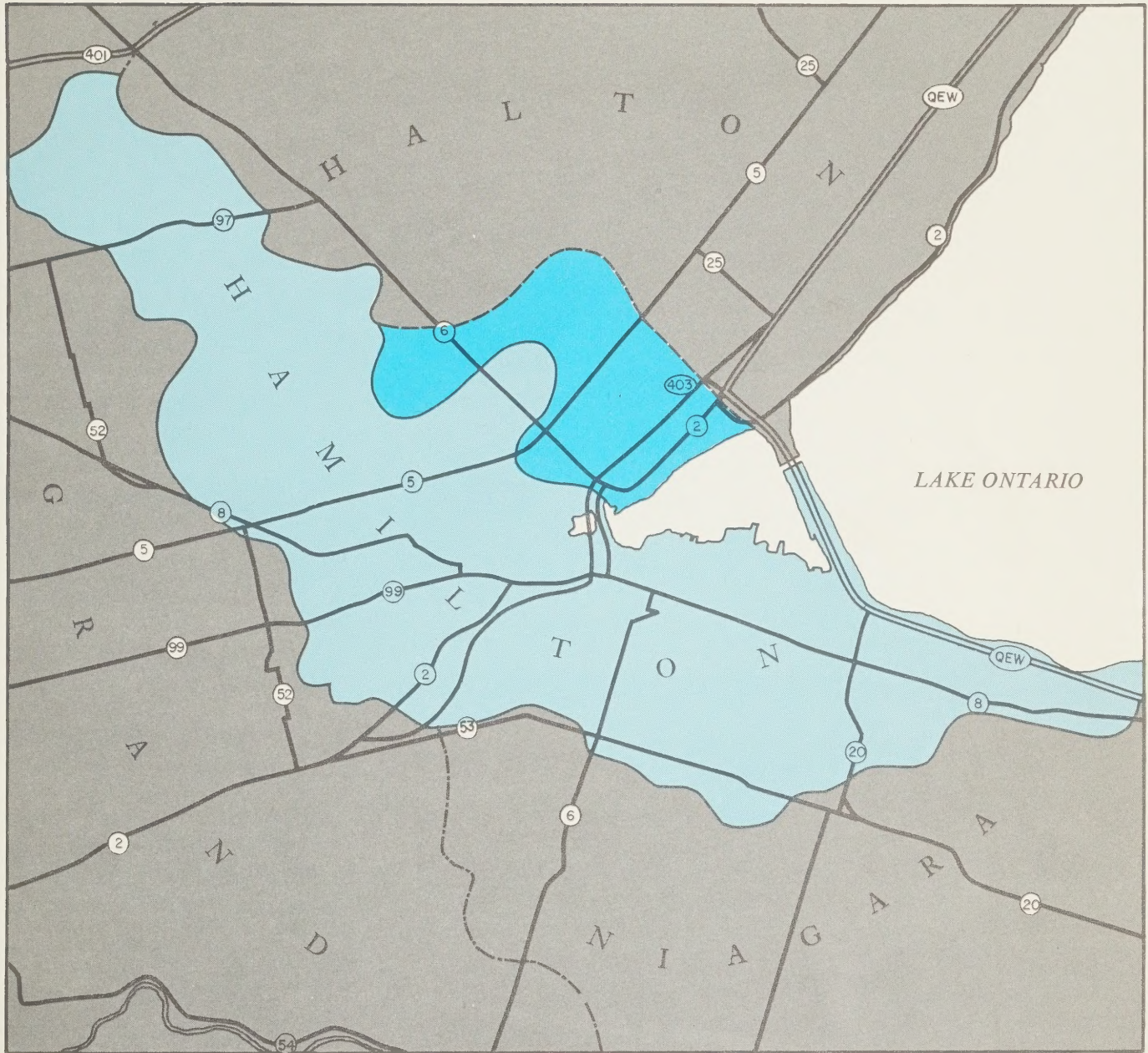
-  TELEPHONE SERVICE AREA
-  FIRE SERVICE AREA
-  WATER SUPPLY

Scale

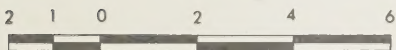
0 1 2 3 miles

CONSERVATION AUTHORITIES

MAP 4



Scale 1 inch to 4 miles



LEGEND



HAMILTON REGION CONSERVATION AUTHORITY

GRINDSTONE CREEK WATERSHED

3 1761 11547490 0

